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ABSTRACT

This document records oral and written testimony from witnesses at a congressional hearing on the implementation of the Transition Assistance Program, designed to help veterans make the transition to civilian life. Witnesses included the assistant secretary of labor for veterans' affairs, assistant secretaries of various branches of the armed services, three congressional representatives, and several officers of veterans' organizations. During the testimony, witnesses stated that about 330,000 military service veterans passed through the Transition Assistance Program. They also outlined employment and job placement services that have been set up through the program. A list of training programs and their purposes is included. Also included is a large quantity of material submitted for the record consisting of written committee questions and their responses from the various government departments and other organizations involved. (KC)

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TRANSITION ASSISTANCE PROGRAM

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HEARING

BEFORE THE

SUBCOMMITTEE ON
EDUCATION, TRAINING AND EMPLOYMENT

OF THE

COMMITTEE ON VETERANS' AFFAIRS
HOUSE OF REPRESENTATIVES

ONE HUNDRED SECOND CONGRESS

FIRST SESSION

JULY 18, 1991 AND JULY 25, 1991

Printed for the use of the Committee on Veterans' Affairs

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TRANSITION ASSISTANCE PROGRAM

THURSDAY, JULY 18, 1991

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON EDUCATION, TRAINING
AND EMPLOYMENT,
COMMITTEE ON VETERANS AFFAIRS,
Washington, DC.

The subcommittee met, pursuant to call, at 9:30 am., in room 334, Cannon House Office Building, Hon. Timothy J. Penny (chairman of the subcommittee), presiding.

Present: Representatives Penny, Patterson, Geren, Ridge.

OPENING STATEMENT OF CHAIRMAN PENNY

Mr. PENNY. The committee will come to order.

The subcommittee this morning will be discussing implementation of sections 1142, 1143, and 1144 of Title 10, and section 1418(a) of Title 38. These transition assistance provisions were contained in Public Law 101-510, the National Defense Authorization Act, for fiscal year 1991 which was signed into law November 5, 1990.

By way of background, section 408 of Public Law 101-237 mandated the Secretary of Labor, in conjunction with the Secretary of Veterans Affairs and the Department of Defense, to conduct a pilot program to furnish employment training, information and services to members of the armed services prior to their separation from active duty. Based on the successful Career Awareness Program, a pre-separation program initiated in California in 1978, the pilot was restricted to programs in at least 5, but not more than 10, States.

Because of the dramatic changes in international relations and the resulting drawdown in our military force levels, the need for an expanded Transition Assistance Program became clear, and this committee worked closely with the Armed Services Committee to develop the programs and services that we are reviewing today.

We now have an All-Volunteer Force made up of men and women of the highest quality, and the remarkable performance of our soldiers, sailors, airmen and marines during the Persian Gulf War confirmed that the members of our Armed Forces were well trained, well educated, disciplined and dedicated. Many of these men and women enlisted with the expectation of a long and productive military career. These servicemembers are now concerned about their future, a future which until the momentous events of the past 2 years was to be dedicated to service in the Armed Forces.

We in the Congress have an obligation to ensure that separating servicemembers have the assistance and support they need to successfully make the transition from military to civilian life. We don't want to send them on their way with just a pat on the back, a "thanks for volunteering," and a "congratulations for a job well done." Instead, these fine men and women must know that we are concerned about them, that we appreciate the sacrifices they and their families have made, and that we want to help them readjust to civilian life.

We believe the transition assistance provisions in Public Law 101-510 will meet the needs of those separating from the Armed Forces if these programs and services are effectively and efficiently implemented. I understand that coordinating the efforts of three Federal departments isn't easy. Nonetheless, as stated in the conference report last fall, cooperation and coordination among the departments involved is critical for the creation of an effective program. I know that all of us here share the same goal. That is to provide the tools necessary to ensure a smooth transition to civilian life for those who are separating from military service, but we must all work together if we are to accomplish that goal.

I would hope we can wrap this hearing up within 2 hours. Accordingly, I ask all witnesses to limit their opening remarks to no more than 5 minutes. As always, your written testimony will be included in the record. And I would, additionally, ask unanimous consent that if there are written questions submitted that the witnesses would reply in writing to those questions and those would be included in the record as well.

[The statement of Hon. Christopher H. Smith appears at p. 65.]

Mr. PENNY. Our ranking member this morning, Chris Smith, has a conflict—there is a mark-up, I believe, in the Foreign Affairs Committee—and he will join us as time allows. Similarly, I have a commitment with a subcommittee of the Foreign Affairs Committee that I need to leave for, so at some point I may have to leave before the adjournment target. If so, Congresswoman Liz Patterson has agreed to chair the remainder of the hearing in my absence.

With that, I would ask that Mr. Collins give us the benefit of his testimony first. He is accompanied this morning by Major William Crews. The Honorable Christopher Jehn, Assistant Secretary of Defense for Force Management and Personnel, will testify as well as General D'Wayne Gray, Chief Benefits Director for the Department of Veterans Affairs. General Gray is accompanied by Mr. David Brigham, Director of Veterans Assistance Service, and Mr. Dean Gallin, Assistant Deputy General Counsel.

It is a pleasure to have you with us this morning, Tom. I look forward to being with you again tomorrow morning in Milwaukee as we meet with regional Department of Labor personnel on these very issues of employment for veterans. And you as well, Mr. Jehn. We appreciate your participation at this morning's hearing.

We will start with Tom.

STATEMENTS OF THOMAS E. COLLINS III, ASSISTANT SECRETARY OF LABOR FOR VETERANS EMPLOYMENT AND TRAINING, DEPARTMENT OF LABOR, ACCOMPANIED BY MAJ. WILLIAM CREWS, SPECIAL ASSISTANT TO THE ASSISTANT SECRETARY FOR VETERANS EMPLOYMENT AND TRAINING

Mr. COLLINS. Thank you, Mr. Chairman, and distinguished members of the committee, for this opportunity to appear before you to report on the implementation of the Transition Assistance Program—TAP—as established by the National Defense Authorization Act of 1991, Public Law 101-510. I have submitted for the record an extensive description of our activities during the last year, so I would like to just make very brief introductory remarks, but would start with saying that it has been an exciting and productive year.

As required by the Act, we entered into a memorandum of understanding with the Departments of Defense and Veterans Affairs on January 2, 1991. This MOU recognized the Department of Labor as having the leadership in development and delivery of employment-related transition assistance programs and the Department of Defense for having logical control, meaning over the personnel participating and the physical facilities, and the Department of Veterans Affairs is providing the information and instruction in veterans benefits. The agreement further provided that the three departments would work together to ensure efforts were coordinated and not duplicated.

Since the establishment and delivery of the pilot TAP in 7 States and DTAP in 3 States, we have sought to improve the quality of both the content of the TAP workshops and the skill of the presenters. We have expanded the TAP from 15 sites in the 7 States to a total of 50 currently active sites operating in 14 States. We anticipate that 30 more sites will be operational by the end of this fiscal year in 23 States total, and in fiscal year 1992 we are planning to operate in 44 States at 168 different sites.

TAP could not be successful without its partners. Our relationship with the Department of Defense has developed into a mutually beneficial one. By working through our respective organizational strengths, we are producing a partnership which is providing quality service to the new veteran and is cost effective. DOD has contributed resources in kind to TAP in terms of facilities and manpower. And we are also coordinating with DOD by using the Transition Opportunities System (TOPPS) as a delivery means for the information we are required by statute to provide. We have coordinated the production of data for the Civilian Occupational and Labor Market Information System (COLMIS) with the existing delivery system developed by the DOD Training and Personnel Data Center.

In addition to developing stronger ties with the Department of Defense, we also developed a relationship with each of the uniformed services because of the unique nature of each service, the geographic distribution and the differing means of approaching the needs of separating servicemembers.

From the Department of Labor's perspective, our coordination with the Department of Veterans Affairs has been excellent. We have worked with the Department of Veterans Affairs in establish-

ing the veterans benefits portion of the TAP curriculum, and we have cooperated with the Department of Veterans Affairs workshop facilitators and have VA counselors participating in our NVTI TAP facilitator training courses.

Other partners who I might mention who are very important are the State Employment Security Agencies. We have worked with and received the cooperation of the State employment security system. They have contributed resources beyond any requirement we could put upon them and then willingly undertaken additional responsibilities to make the program a success. Moreover, they have exhibited to separating servicemembers the strong and continuing commitment of the Employment Service to veterans that they have long since done.

And a very often not adequately recognized partner are the veteran service organizations, who at many of the TAP sites have participated and contributed tremendous resources and support and other assistance.

In summary, this has been a very productive year for the Transition Assistance Program. Much has been learned about the organizational aspects of TAP. Perhaps the most important, we have entered into a very cooperative agreement with the DOD, VA, and the States. This has been a very difficult partnership, but we are proud of the accomplishments to date.

I believe we can say we were all more than a little apprehensive, however, in undertaking this extensive critical program during a period of increased public interest in defense manpower issues. Because of the vital nature of TAP, all partners involved have cooperated extensively and intend to continue cooperating extensively.

I thank you for this opportunity to appear before the subcommittee today. We will be happy to answer any questions.

[The prepared statement of Mr. Collins appears at p. 67.]

Mr. PENNY. Mr. Jehn.

STATEMENT OF CHRISTOPHER JEHN, ASSISTANT SECRETARY OF DEFENSE FOR FORCE MANAGEMENT AND PERSONNEL, DEPARTMENT OF DEFENSE

Mr. JEHN. Thank you very much. I very much appreciate your entering the prepared statement in the record, and I don't have a lot to add to that today. Let me just say very briefly that first, of course, I appreciate the opportunity to appear before you this morning to talk about our Transition Assistance Programs. But even more than that I appreciate very much the support of you, Mr. Chairman, and the committee, in putting together these programs. I think they are useful not only to the Department in terms of its desire to assist separating servicemembers, but they also send a very welcome and useful signal to those servicemembers who remain, as well as to potential recruits, that the Department is dedicated to helping them, both while they are in the service and if they leave, helping them after that.

The other thing I would like to do is just simply second Mr. Collins' enthusiasm for the success we have had so far in implementing these programs, and to tell you also, I share his optimism that

the future will be even brighter in terms of implementing and delivering these services to separating military servicemembers.

With that I will conclude, and I am prepared to try to answer your questions.

Mr. PENNY. Thank you.

[The prepared statement of Mr. Jehn appears at p. 73.]

Mr. PENNY. General Gray.

STATEMENT OF GEN. D'WAYNE GRAY, CHIEF BENEFITS DIRECTOR, DEPARTMENT OF VETERANS AFFAIRS, ACCOMPANIED BY DAVID BRIGHAM, DIRECTOR OF VETERANS ASSISTANCE SERVICE, AND DEAN GALLIN, ASSISTANT DEPUTY GENERAL COUNSEL

General GRAY. Good morning, Mr. Chairman, members of the committee. As always, it is good to be here with you. I will be brief also.

There is nothing that we do in the programs that I am privileged to lead that is more important, that is closer to my heart than this Transition Assistance Program. My objective, our objective in the VA is to form a partnership with the veteran as early as we can and keep that partnership through life, so that we can help him or her, to the extent that he needs it and the law provides, to be successful—to be, in the words of the Army recruiting ad, "all that he can be."

The best time to do that is at the time that he is discharged. We want to do that. We are working on it with these people and we find ourselves in good company. Tom Collins, Chris Jehn and I are more than just colleagues; we are friends who happen to have these jobs at the same time. If we can't make it work, Mr. Chairman, I don't know who would be able to. We are determined, collectively, to make this thing as successful as it possibly can be. The VA in many ways has got the easy part of it, but we are excited about what we are doing.

I would introduce Dave Brigham, whom you know, who heads my Veterans Assistance Service and who is in VA the heart of the Transition Assistance Program. Leading Dave is very easy. I find out what he wants to do and get out of his way. And he is going to make this thing work for you, Mr. Chairman.

Mr. PENNY. Thank you, General.

[The prepared statement of General Gray appears at p. 84.]

Mr. PENNY. Tom, you mentioned you thought by the end of the next fiscal year you would have 168 sites in operation around the country. On what do you base that projection? Do you have preliminary agreements at that many sites at this point?

Mr. COLLINS. First, Mr. Chairman, it is based upon the projected need to service based upon the demographic data of separating servicemembers. And, to say that we have agreements today on all 168 sites, no, sir. However, we have been in contact with those sites and, as I believe everyone knows, our basic delivery organizational level is at the State level. So certainly each of my directors has been directed to coordinate with the military facilities, the bases within their State, and do preliminary, if not opening, negotiations on a TAP site.

Mr. PENNY. Christopher, do you have statistics or projections on the number of personnel that will be discharged in the coming fiscal year?

Mr. JEHN. Of course.

Mr. PENNY. The reason I ask is because I think next year might be an unusual year. With the fact that we are down-sizing and bringing people home, there may be some encouragement for early discharges. Maybe I am wrong about that.

Mr. JEHN. Well, it may turn out that way. But ordinarily I think most people don't appreciate the enormous amount of turnover in the Department in just an ordinary year. In ordinary year, we will see something on the order of 330,000 plus servicemembers leaving the Department of Defense, leaving all four services. Of that number, somewhere in the vicinity of 110,000 are involuntary, in the sense that people are being asked to leave.

Mr. PENNY. What is that number again?

Mr. JEHN. About 110,000. The vast majority of those, however, are folks who leave very early in their military careers and have failed to meet standards in one way or another.

Mr. PENNY. But they are also eligible for this TAP Program?

Mr. JEHN. Basically, all servicemembers who are honorably discharged for reasons other than misconduct are going to be eligible to avail themselves of a lot of transition assistance benefits, including the TAP Program.

Mr. PENNY. At any rank?

Mr. JEHN. Pardon me?

Mr. PENNY. At any rank?

Mr. JEHN. Yes, sir. Now, a number of individuals who leave each year leave for failure to even complete boot camp, and I don't think we are going to be establishing any transition assistance, or TAP Programs for them. But the folks who have been in the military for a few years regardless of rank are going to be eligible and able to take advantage of the range of transition assistance services.

But, to continue just with those numbers, because so many people leave each year, we are able to use things like normal retirements, normal attrition, and so on, to absorb most of the end strength reductions we are going to have to take in the next year and the following years. So we expect, and have announced this already, something on the order of between 15,000 and 25,000 additional involuntary separations each year for the next 3 or 4 years.

So that is really the magnitude of the difference from business as usual. We are projecting something on the order of 80,000 to 90,000 additional involuntary separations over the next 4 years.

Mr. PENNY. Each year?

Mr. JEHN. No. Total of the 4 years.

Mr. PENNY. Total.

Mr. JEHN. The total in any given year will be in the vicinity of about 20,000. And it varies from year and will, of course, be modified in the out-years depending on both what the final outcome of the budget deliberations are and on how service plans in fact are executed each year as we move along.

Mr. PENNY. So, when you gave me the 110,000, that would be normal?

Mr. JEHN. That was under ordinary normal circumstances.

Mr. PENNY. And then the 80,000 to 90,000 is factoring in the additional?

Mr. JEHN. Something on that order.

Mr. PENNY. And that comes to about 20,000 per year?

Mr. JEHN. Additional.

Mr. PENNY. Give me the projection for next year without factoring in some of the involuntaries. What would be the discharge number?

Mr. JEHN. In the neighborhood of 330,000.

Mr. PENNY. Three hundred and thirty thousand?

Mr. JEHN. Yes.

Mr. PENNY. And it would be 20,000 higher?

Mr. JEHN. I don't have the precise numbers with me, but if you would like, I can provide the exact, much more detailed numbers for the record.

(The information follows:)

Separations for strength management/quality type reasons will increase during the drawdown, the overall annual separations will stay near 330,000 during the initial drawdown years, then drop in the later drawdown years until a post drawdown level of about 250,000 annual separations is achieved after fiscal year 1995. Current Service plans indicate about 22,000 to 24,000 additional strength management/quality separations will be needed annually to achieve the manpower requirements for the fiscal year 1995 force levels. This increase, however, will be offset by reduced voluntary, disciplinary-type, and medical-type separations as the Department's overall strength declines.

DOD Annual Separations

(Active Military)

Separation	FY 89/90	FY 91/93	FY 94/95
Total	330,000	330,000	300,000
Voluntary	220,000	210,000	185,000
*Involuntary	110,000	120,000	115,000
—Disciplinary	65,000	55,000	50,000
—Medical	20,000	18,000	16,000
—Strength Management/Quality	25,000	47,000	49,000

*Members separated for court martial/misconduct, entry level performance, or fraudulent enlistment will not be eligible for transition benefits. For fiscal year 1989/1990, this was approximately 35,000 annually

Mr. PENNY. Tom, I assume that the number of workshops at 326 and the number of separating servicemembers at 16,543, as of June 30th is the number for this fiscal year only.

Mr. COLLINS. Yes.

Mr. PENNY. That is not an aggregate number.

Mr. COLLINS. Yes, sir, that is correct. And, as indicated earlier in the testimony, we are still in the expansion mode.

Mr. PENNY. Recognizing that we have got roughly 300,000 personnel that will be discharged in the coming fiscal year, if we are looking at 1,200 workshops and an expansion to 168 sites, recognizing that not all of those sites will be served right way in October of the next fiscal year, but many of them will come on line later, what is your estimate of the number of personnel who will be served at those 1,200 workshops in fiscal year 1992?

Mr. COLLINS. I want to emphasize this is an estimate. We would anticipate that about 65,000 will participate in our workshops in fiscal year 1992.

Mr. PENNY. About 65,000?

Mr. COLLINS. About 65,000.

Mr. PENNY. So we are reaching about a fifth of the eligible population?

Mr. COLLINS. Yes. Because bear in mind that participation in the 3-day TAP workshop is, first of all, voluntary. From the Department of Labor's perspective, of course, the military services really make the final call in that. We do anticipate that there will be some demand in locations that we will have to take emergency measures to meet the demand. Other locations we probably will not be stretched to our capacity.

Just some figures that come off the top of my head, and they vary from service to service, but I believe the average class participant in our workshops so far have been about 30 participants for each class, on the average, for the Air Force, and some of the other services that come to mind, the Navy and, I believe, the Marine Corps, for example, run a little higher. And that says nothing about the quality of those workshops. It is just the method of delivery. So there are quite a few variables is the reason I mention that.

Mr. PENNY. Mr. Jehn, on those bases where the program is now offered what are the participation rates of the people who would be eligible to enroll? What percent are actually availing themselves of the service?

Mr. JEHN. I don't have that number in front of me right now. I am not sure we have it, but we will try to find it for you and give you an answer.

(The information follows:)

Participation rates are not collected and reported. However, we know that those rates vary from base to base, and if one looks strictly at the number of separations at an installation and compares it with the number of individuals attending TAP, the participation rate can be misconstrued. For example, many sites serve more than one installation, making it dificult to determine a participation percentage. Additionally, the TAP is still relatively new and has not been fully marketed at this time, so I expect that participation rates will improve over time. Air Force installations typically average a 20 percent participation rate, with slightly more retirees attending than the end-of tour first termer. I would say currently that of all personnel separating from an installation that provides a TAP, on the average 20 to 30 percent will avail themselves of the service.

Mr. PENNY. Mr. Collins' testimony indicated that there may be some bases at which participation is mandatory because of base policy. Is that true?

Mr. JEHN. I can't tell you that either. That would vary, obviously, from base to base and service to service.

Mr. PENNY. Well, if you can get me an overall statistic as to the number of eligible servicemembers who participate as opposed to the number that decline to participate and how frequently or whether or not there are policies in which a particular base requires all servicemembers to participate, that would be helpful.

Mr. JEHN. I will do it.

(The information follows:)

The only policy statement from the DOD on TAP attendance is that the Service Secretaries shall encourage maximum participation. This is a voluntary program,

and it is left up to the Services to make it mandatory. The Marine Corps has mandatory attendance for Sergeants (E5) and below at their TAP installations. Some installation commanders have a better participation rate than others; in fact, some installations cannot currently handle the demand. As I stated earlier, of all personnel separating from an installation that provides TAP, 20 to 30 percent currently participate. I am convinced that as the number of TAP sites increase, marketing improves, and commanders emphasize it, more people will be attending and telling their cohorts how beneficial these seminars are, and we will see an increase in the participation percentages.

Mr. PENNY. What is the problem with the Army? And does the directive that was sent out within the last couple of weeks correct that problem? It seemed to me that there was some resistance within the Department of the Army to full cooperation with the TAP Program, some sense that they were doing it themselves and they weren't anxious to have TAP come onto certain bases.

Mr. JEHN. My understanding is that those problems have been largely worked out. I think it was, for the most part, a failure not of willingness on the part of people to participate, but just a lack of communication. I think the Army, with considerable pride, views itself as being ahead of the rest of the Department of Defense, and perhaps also the Department of Labor, in terms of offering transition assistance and benefits to separating servicemembers. And I think as a result of that there is considerable pride, and I think it is justifiable and, if it is channeled correctly, very useful pride, within the Army about what they are doing for servicemembers.

Department-wide, however, we have no interest whatsoever in duplicating services or programs available through the other departments. I think both within the Department we have been able to take advantage of what the Army has been doing for each of the other services, and the Department and the Department of the Army and the other services have also been availing themselves of the Department of Labor's TAP Program. As it expands, we will be seeing more of that.

Mr. PENNY. Is it your view that the TAP Program duplicates the ACAP program?

Mr. JEHN. No, sir.

Mr. PENNY. I have seen a description of both programs, and it looked to me that, by and large, they are complementary. They were not providing the same services.

Mr. JEHN. That is exactly right. That is exactly how I would characterize it. ACAP is, perhaps, viewed as the Army's implementation of the whole range of transition assistance, and one element of it is the TAP Program, which is one element of it, and the Army is making use where they can of the Department of Labor's resources. As Mr. Collins has already testified, we don't have it open at all of the bases yet, so that is a part of the problem. But, as the TAP Program expands, the Army will be able to make more and more use of the Department of Labor resources in this regard.

We certainly, in other words, don't want to duplicate. We don't have a surplus of resources in DOD. So I think using them in an effective and efficient way is in all of our best interests, and as far as I am concerned that is what is happening.

Mr. PENNY. Okay. I have some additional questions, but I have two subcommittee members here and I want to give them an opportunity—no, I have three subcommittee members here, and I want

to give them an opportunity to pursue a line of questioning with the witnesses.

I would first call on Mr. Geren of Texas.

Mr. GEREN. Thank you, Mr. Chairman. I have no questions at this time.

Mr. PENNY. Mr. Ridge, do you have questions of these witnesses?

Mr. RIDGE. Thank you, Mr. Chairman. I do have a couple. Thank you.

Secretary Jehn, in your testimony, on pages 3 and 4, you noted that it did take some time to come up with a definition of the involuntary separatee.

Mr. JEHN. Sure did.

Mr. RIDGE. Great term. It is pretty impersonal. But the nice thing about what you are doing is that you are really personalizing the service, in spite of the name. And as a result of that delay there were probably some members separated prior to the availability of these intended services. Do you have any idea how many men and women would have fallen into this category during this period of delay? And could you just give me an outline of the outreach effort that may be undertaken in order to pull them back into the program?

Mr. JEHN. Yes. Let me answer the second part of the question first because I think that will make it easier to answer the first half.

The services right now are developing programs to get in contact with individuals who may have been eligible for transition benefits at the time of their separation but, because we hadn't worked out all the implementation details and the policy, did not receive those benefits. And at this time I can't tell you how many there are because that is, in fact, what the services are working up right now. But they have been directed by my office to put those plans into action—translate those plans into action and get back servicemembers who may have been entitled to these benefits. To include separation pay probably in a few cases as well, but certainly transition benefits.

The exact procedures by which each of the services is doing this varies from service to service, depending on their own manner of keeping personnel records and financial records and so on. But they are all, I know, hard at work trying to get in touch with people who may have been eligible for these benefits but not yet received them because of the delay in getting out the implementing policy and regulations.

Mr. RIDGE. You have in response, I think, to the chairman's question stated a very aggressive agenda next year in terms of the number of seminars you are going to be conducting and the number of people you hope to pull back into the process. Are we going to give you enough money to do the job right?

Mr. JEHN. Speaking for the Department of Defense, we certainly hope so. We have asked for $64.8 million for transition assistance services in the fiscal 1992 budget, and, of course, the budget has not yet passed, but if that money is, in fact, appropriated for these purposes we think, speaking just for the Department of Defense responsibilities, it is adequate. We asked for what we thought we

needed. So, obviously, what we want and what we think is necessary to fulfill the responsibilities we have is that $64.8 million.

Mr. RIDGE. There was a note by someone who reviewed your comments that you had contacted several large businesses and industry associations to promote the transition program. How do you plan on integrating the private sector and your effort?

Mr. JEHN. Well, a lot of different ways. First, these contacts, some of which have occurred at a personal level between me or members of my staff and members of large corporations, have been fruitful for two reasons: one, they have informed the private employers about how best to get in touch with servicemembers, but equally important, I think we have been able to send a message to all of them about the quality and attractiveness of the people who are going to be separating from the military now and in future years. These are, as you know, dedicated professional people with strong work ethic, drug free—all the kinds of characteristics any employer would want to have in his potential employees, quite apart from whatever specific skills they might bring to the job.

Other ways, though, that we are making contact or continuing what contact we have had is that individual firms, large firms are setting up programs to publicize within the services the kind of jobs they offer, and then in addition we are offering the employers access to lists of separating servicemembers—mini-resumes, we call it—and then finally, we are establishing something we are calling our Transition Bulletin Board which will list employers as well as things like training and education opportunities that servicemembers may wish to take advantage of after separation.

So we have a complex of things that we are doing here. But I think from our perspective the most gratifying aspect of it all has been the very warm and encouraging response we have gotten from a number of private employers as well as trade associations. We have also benefited from the fact that many of these association headquarters are located here in the Washington area, so that has made contact a lot easier. And, in some cases, each of these associations have as many as 5,000 to 6,000 members, and so we have been able to really contact a lot of potential employers and have the opportunity to contact more in a very effective and efficient way.

Mr. RIDGE. Thinking in terms of my own State of Pennsylvania where we have 67 counties and 67 unemployment or job service offices and quite a few veterans outreach centers, is there any plan to at least advise these public bodies of the services or the eligibility of some of the potential applicants that come before them who might fall through your system? Veterans should be told about the transition services for which they would have been eligible but for some reason had not been made aware of.

And maybe I ought to ask Mr. Collins that too.

Mr. JEHN. Well, yes. My response would be primarily to kick that over to Mr. Collins. But maybe just let me say one thing. This is a good example, I think, of an opportunity and a useful place where cooperation between DOD and DOL can really pay off. I think that is a responsibility of the Labor Department folks out in the individual States to provide exactly the kind of help you have just described.

Mr. RIDGE. The reason I bring it up is I was at a veterans center. The Vietnam Veterans Leadership Program runs a terrific office in Pittsburgh, Pennsylvania, and they do a lot of job counseling. Not just for Vietnam veterans, but any veteran who walks in. I happened to be there on a day when a couple of Operation Desert Storm veterans walked in, and they were working with them. And the thought occurred to me at that time that they had probably already been down to the employment office. I am not looking to lighten the load of the VVLP because they will continue to work as long as there is one veteran that needs their help. But maybe there might be some integration of services or at least one more access point to the benefits that you would provide.

Mr. Collins.

Mr. COLLINS. Yes. Mr. Ridge, yes, there are continuing coordinations between not only veterans employment staff in each State but various organizations like the veterans outreach centers that are longstanding that service Vietnam-era veterans. Well, they are now in place. In fact, they are enthusiastic in serving the Desert Storm and the veterans of today and the future. So there are many systems in place.

I might also address the other part of your question about the TAP itself, the Transition Assistance Program, which is basically a 3-day workshop delivered on a military base, would someone—would a veteran who is already out of the service, who, hopefully, through these various organizations is in contact with the assistance available at the local offices, and specifically giving priority to veterans, but would that individual be eligible to go back through a formal TAP workshop? I know from the DOD perspective the answer is clearly yes. That is an integral part of the ACAP program, being an alumni program.

And, of course, we have an alumni program for veterans. We provide employment assistance to veterans whenever they need to it—to all veterans. And, although it is not specifically written anywhere, a veteran who is somehow already out of the service and didn't have the opportunity to go to a TAP workshop, we will provide that opportunity.

Mr. RIDGE. Thank you. Thanks, Mr. Chairman.

Mr. PENNY. Mrs. Patterson.

Mrs. PATTERSON. Thank you, Mr. Chairman. At this time, I just want to listen and continue learning from you, and I look forward to your questions.

Mr. PENNY. I wanted to get back to the question of resources for this. Mr. Jehn, you responded that the Department of Defense had requested $64 million for the coming fiscal year to handle your part of the TAP Program. Is that exclusively TAP, or is it TAP and related services?

Mr. JEHN. Oh, no. It is not TAP at all.

Mr. PENNY. Because I was just going to say that sounded like a huge number, because we are only giving the Department of Labor $4 million for their role in this.

So can you describe for me in a comprehensive way the whole range of services that $64 million covers?

Mr. JEHN. Sure. It is $64.8 million and that money will go to the services to implement the provisions in section 502 of Public Law

101-510. In particular, we are asking for $17.1 million to implement subsection 1142, which requires us to provide pre-separation counseling. We are asking for $8.1 million to implement subsection 1143, which is to provide employment assistance, and that, again, is not the TAP Program, but to automate to do things like employment verification, to provide that bulletin board and the mini-resume service, and so on, that I described. And then we will need about $700,000 to implement subsection 1145, which is just administrative costs for health care. The cost of the health care itself will be in the health care portion of our budget and doesn't show up here. We have asked for $26.4 million to implement subsection 1148, which provides for transition relocation services. And then finally, we have asked for $14.9 million to implement the rest of subsection 1148, which is to provide automated family relocation services.

Mr. PENNY. When you talk about relocation services, be more specific.

Mr. JEHN. Well, for instance, I don't have the detail on the family relocation here, but I imagine it would break down much the same as the $26.4 million that I said implements transition relocation requirements. Seventeen million dollars of that money is for personnel, individuals we are going to have to put at the bases to assist individuals, separating servicemembers, provide them advice, counseling, and so on, on transition; about $2.9 million for education and training; something less than $2 million for administration; and another $4 million is our estimate for headquarters' support.

Basically, what is happening at each of the bases throughout the United States is we are going to be putting individuals in those bases—for instance, in the Air Force and Navy, at the family centers and at Army bases at the transition assistance centers that they are establishing—putting individuals there who can provide this assistance directly to separating servicemembers.

Mr. PENNY. Okay. So this is not the relocation benefit itself. It is the support service?

Mr. JEHN. That is right. And I have some details here for it. But basically, most of it is, as I said, for——

Mr. PENNY. Seventeen million in pre-separation counseling, is all of that counseling separate from that which would be provided through the TAP Program?

Mr. JEHN. Yes, sir. Basically what that would do is provide us the ability to put one additional person at each of 380 family centers around the country, and 380 additional civilian personnel to do this work adds up to, using our usual planning factors, $17 million.

Mr. PENNY. Do you have any cost estimates on those DOD expenses that are directly related to your participation in the TAP effort?

Mr. JEHN. No, I don't, sir.

Mr. PENNY. For one thing, I suppose the space you make available is space that you would use for other purposes anyhow, so that probably isn't budgeted.

Mr. JEHN. It isn't budgeted separately. I think it is important to note that while we have asked for this $64.8 million to do the things I have just described, a number of other costs of transition

assistance are going to be found elsewhere in our budget and not separately identified as transition assistance. One that I have already mentioned, of course, is any health care we provide to separating servicemembers is going to be captured in the health budgets, the military medical budgets of each of the individual military departments and is not going to be shown separately as transition assistance.

Mr. PENNY. Tom, the number of sites and the number of workshops that you have budgeted for in the coming year, is that reflective of the $4 million that we anticipate as your funding level for next year?

Mr. COLLINS. Yes, Mr. Chairman. Actually, our request is even less than $4 million next year, and I need to hasten to point out that is only the national administrative money that we need for running TAP. The things that we provide as a sole source from our national office, our national administration, including things like the evaluation of the entire system. Certainly the work book materials and other similar matters that are essentially focused. The great majority of the Department of Labor resources provided for the Transition Assistance Program are through our grants-to-states program, the DVOP and LVER programs, and the other resources allocated to——

Mr. PENNY. But you don't budget that as an additional cost since you are using existing personnel.

Mr. COLLINS. That is existing personnel.

Mr. PENNY. The costs that you have listed in the budget is to handle the training sessions, develop the work booklets, et cetera?

Mr. COLLINS. Yes, that is correct.

Mr. PENNY. Okay. How about Department of Veterans Affairs? What kind of staffing and funding are we going to need or have you requested specific to this program?

General GRAY. Mr. Chairman, you will remember that the 1991 supplemental had $1.9 million in it for us and authorized us to hire some additional veterans benefits counselors and vocational rehabilitation counselors for this program. We have hired 65 people in that category, 50 and 15, respectively. In the 1992 budget, we have requested $6 million and an increase to a total of 92 people specifically identified as part of the TAP effort.

Mr. PENNY. These are people that would actually participate in the workshops or in the counseling sessions, or are these strictly administrative?

General GRAY. No. No, these are counselors.

Mr. PENNY. So they would be participating on these bases in the programs that DOL has organized?

General GRAY. Yes, sir. The infrastructure that is necessary to support that slightly larger outfit we are eating in other places. It is not identified as part of TAP.

Don't let me mislead you in saying that only these people will be doing that, because TAP is not a new thing for us. It is just new with capital letters on it. We have been visiting military bases and making presentations forever and still are. Where Labor has an organized TAP Program, we will participate in that. Where they have not yet reached, our regional offices are contacting base commanders, reserve unit commanders, National Guard commanders,

and where we are welcome, and that is most places, we are trying to reach everyone who is being discharged from the Armed Forces these days with our portion of the effort.

We can't get them jobs. We can't do a lot of the things that only Labor can do and some of the things only Defense can do. But all our veterans benefits counselors and all of our vocational rehabilitation people are involved in the transition program and have been since before the law was passed.

Mr. PENNY. Thank you. Mr. Collins, you indicated that, in some instances, you have used contractors to offer these services. Can you elaborate as to where and why you have done that?

Mr. COLLINS. Mr. Chairman, we are currently working on a process whereby we might use a limited amount of money as a temporary measure to augment our State employment system with part-time workshop facilitators. This would be done on a very limited basis, again for the primary purpose of augmenting to meet shortfalls as there might occur on a very short notice basis. We want to ensure quality of delivery. Some of our earlier experiences lead us to this conclusion. That we needed a fast moving, very flexible, very small system that we could ensure quality of the services and meet certain surges in demand that we mentioned earlier.

So we are working on a plan through a contract method that would provide this to our resources. Again, it would be part-time people, very qualified. We have got some very stiff qualifications on the personnel. And it would go right through our State employment system. The State administrators and my directors in each State, even though it may be by contract for part-time help, would certainly be doing the hiring and selecting. And our National Training Institute, our national TAP facilitator training that all services, all departments are participating in, it would be required that anyone working under contract would also have to have to have that training before certifying them.

Mr. PENNY. Attend training. At first I think we were concerned that by utilizing LVER and DVOP personnel in the programs on the bases that we might be pulling them away from the other work that we need them to do in the employment service offices. I haven't really heard a lot of concern about that recently. Does that mean that somehow we have been able to dump this extra responsibility on these folks without sacrificing in the other areas of their work; and, if so, how did we pull that off?

Mr. COLLINS. At first it was certainly perceived as being an additional workload that our State systems would not be able to handle. Certainly then the next step was it was also accepted as a vital and critical mission of our State programs, so they were willing to make the sacrifices. And I might add that the question, perhaps, still remains with the limited resources throughout DVOP and LVER programs and other State employment programs how stretched these resources are going to be. But I do add that our personnel in the State systems have taken on the obligations and made commitments to serve, and thus far through our piloting and rapid expansion right now are doing a good job.

We do feel that our system will be severely tested, and our resources will be severely tested.

Mr. PENNY. But long range, where do you think we ought to go with this program? Next year you are going to be on 168 bases; you will sponsor 1,200 sessions, I assume, workshops; you will reach about one-fifth of the total number of personnel that are either voluntarily or involuntarily discharged. What are we looking at in fiscal year 1993, 1994, 1995? Are we forecasting a continued expansion of the program? And, if so, is there a maximum level that we will shoot for—and when we have achieved that level, consider ourselves satisfied?

I recognize that some bases for a whole range of reasons aren't cost effective to deal with—the number of personnel being discharged, the fact that there isn't an employment service office nearby, and we may have to continue to rely on the in-service programs to deal with those. I assume, though, that our goal for 1992 is not the ultimate goal. I assume that a lot more could be done. Where would you like to take this?

Mr. COLLINS. We have done some initial planning, Mr. Chairman, for 1993 and beyond, and certainly there are no final figures on that yet. However, we are considering expansion, which will be completed in 1992, to be pretty much full service. We will be serving the great majority of all separating military personnel in 44 States.

Mr. PENNY. When you talk about 168 installations, what percentage of total personnel are we affecting at that point? You said that we are going to move from 15,000 served in fiscal year 1991—perhaps higher than that, I think that is a preliminary statistic—to somewhere in the neighborhood of 60,000 served in fiscal year 1992 on 168 bases. That sounds to me like it is well short of reaching a majority of the personnel that we will discharge in any given year.

Mr. COLLINS. In the Continental United States, our estimates are that we would at that level be serving 97 percent of the separating servicemembers.

Mr. PENNY. Ninety-seven percent of all personnel will be served by your presence on 168 bases?

Mr. COLLINS. That are separating in the Continental United States.

Mr. PENNY. And so the number of 60,000 that will participate in the program is based on the fact that the other personnel for one reason or another have opted not to enroll?

Mr. COLLINS. Well, the TAP workshop would be available to that high level of separating servicemembers, which our real goal is to make it available through the appropriate facilities or bases.

Mr. PENNY. You are looking at all but a few percent of the total 300,000 that would be able to avail themselves of the workshop, but only about 60,000 that would actually enroll?

Mr. COLLINS. Yes. And we are only focusing on the Continental United States. I have done quite a bit, shown a lot of interest in helping the services with their problems of separating servicemembers overseas, which they really don't do. But they bring them home for a very short period of time. Very often, or quite often too short a period of time to participate in a TAP workshop. The Department of Labor, and I am not speaking too much for VA, but they have very limited resources overseas. Mr. Brigham and I made a trip to Europe to assess the situation last year. We found

the need, but we also have not really found a way to take our transition workshops overseas.

The services are doing an excellent job, and we are cooperating and helping them, assisting them. For example, through our National Training Institute, we are helping train our military personnel, family service centers, education office personnel, who will be able to carry transition services overseas.

So we are moving in that direction but the numbers we are talking about are for the Continental United States.

Mr. PENNY. Well, if that in fact is the case, I retract the assumptions implicit in my earlier question. As I was looking at the total number discharged and the total number you thought you were going to serve, I assumed that by getting onto 168 bases that you were leaving a high percentage of the discharged personnel uncovered. I was looking at the numbers and something seemed out of whack there.

Mr. Jehn, do you concur that by being present on 168 bases that they are effectively covering the discharged persons—what did you say, 97 percent?

Mr. JEHN. That could be said, in fairness.

Mr. PENNY. Effectively covering 97 percent of the personnel of the service.

Mr. JEHN. I am sure that is very close to accurate, Mr. Chairman, because the thing that drives that is the fact that just really almost a handful of bases probably have the vast majority of military personnel, very large bases that will have a very big Army or Air Force contingent or Navy contingent. So many of our bases are really very small installations that support only a few hundred military personnel. So the kinds of numbers Mr. Collins has been citing sound very reasonable to me.

Mr. PENNY. I want each of you, if you are interested—yes, and I think this really is a question that all three of you may have some valuable insight regarding, and that is the area of collaboration with the business community. I know that Mr. Ridge pursued that line of questioning with you, Mr. Jehn. I am working with the Vietnam Veterans of America to try and fill what we see as a void. The employment service office does a wonderful job in many respects, but, by and large, there is only a certain number of employers who contact the employment service office and notify them of an opening. We know there are many, many employers out there who are looking for workers every day.

We think there is a lot of talent available to these employers from those who have training in the military, and matching them up is something we would like to do a better job of. The VVA is trying to focus on an employer networking system where we can make servicemembers aware of those job opportunities as well as making those corporate employers aware of this pool of talent.

I would just like a little more discussion of how we can go about that, how much each department could play a role in that, and how we could do it in a way that doesn't duplicate something that is already out there. I know, for example, you have some employment service computer systems that you are putting in place at DOD, and I am a bit curious about that because I don't want you to

reinvent something that the Department of Labor is already doing. So I know that is kind of a big bite.

I apologize. I am going to have to come back and read your answer because I have to run over and ask some questions of UN Ambassador Pickering on the Iraqi children. I am going to ask Mrs. Patterson to take over the chair and to preside over the answer to that question, and then I would also ask her, if she would, to allow the subcommittee members who are here to ask any other questions they might have of this panel. Then she will move on to the second panel.

Mr. Jehn, if you want to take the lead on that question.

Mr. JEHN. Well, again, I would simply refer back to the answer I gave earlier to Mr. Ridge, and to say that we have been very actively pursuing contacts with the private sector. We have had a very gratifying response from them. We get probably, in our offices, 3 or 4 phone calls a day from potential employers asking how they can contact separating military members for the purpose of encouraging them to apply for employment.

So what we are trying to do is, to the greatest extent possible, make that process of bringing separating servicemembers and potential employers together, make that process as systematic and routine as possible. We have no interest whatsoever in reinventing or creating things that are already available through the Department of Labor. So at least a part of our efforts has been to make sure that separating servicemembers are not only aware of employers who might be very interested in hiring them, but also make sure that they are aware of all the range of services the Department of Labor offers in this regard as well.

Mrs. PATTERSON (presiding). Mr. Collins, would you like to——

Mr. COLLINS. Yes, ma'am. Let me add that we are presently sharing some resources. For example, from the Department of Labor some specifically developed on veterans or labor market information and other types of data banks. We do need to make progress, though, in sharing of job listings and applicant files, and progress is being made in that direction. I am participating in, for example, the TOPS Program.

And, of course, the job development or employer outreach is our daily mission. I do it as the Assistant Secretary and our most recently hired DVOP in any State has it in their position description. So job development and employer contacts is our daily mission, so we are always focusing. We have many calls that has occurred recently to the Department of Defense on employment, how to employ veterans.

One of our basic promotional, I think, is the quality of veterans. Quality of those who have served recently in the military service, received military training, and if they have no skill training that certain employers want, they still have a quality that is marketable. So we are in the daily business of marketing these veterans and soon-to-be veterans.

Our long range goal in the TAP Program, we have talked about it financially just earlier and I have said it would stabilize in 1993 as far as the resource requirement, but we started our development of TAP as a concept long before the peace in the world and the apparent need to down-size the military. We thought it was a very

logical approach to our mission and to avoid the mistakes made after the Vietnam War where veterans were brought back into the civilian sector without any proper guidance and counseling in transition. That is how the TAP Program in concept began.

So now it was caught up in the need to down-size. It has adjusted to that, even though in a pilot stage. It is adjusting to the Desert Storm situation. The TAP is prepared to be a permanent service well into the future and serve as long as we need to all separating veterans.

Mrs. PATTERSON. General Gray.

General GRAY. Madam Chair, without plowing the same ground, the only unique function that we have in VA with regard to employment, or the chief one at least, is in the work we do with disabled veterans in our vocational rehabilitation program, with which you are well familiar. We don't consider that job done until the veteran we are serving is at work in an improved situation than he or she was when they came on our rolls.

We learn from our friends in Labor and cooperate with them at every level. But, as far as programs on our own, that is the chief one, where we are working with private business and finding jobs for veterans.

Mrs. PATTERSON. I think before Mr. Penny left the point that he was trying to make that concerns us all, not just Members of Congress but everyone in this room, is that we don't have too much duplication of services as we try to stretch these dollars around to serve all folks, and especially our veterans, our men and women who serve. So we appreciate it.

Does any member of the committee have additional questions at this time? If not, I would like to thank the panel for coming and appearing before us. I am sorry that Mr. Penny had to leave, but we appreciate your statements and they will be in the record.

Thank you very much.

Mr. JEHN. Thank you very much for having us.

Mr. COLLINS. Thank you.

Mrs. PATTERSON. At this time, our second panel includes the Honorable Kim Wincup, Assistant Secretary of the Army for Manpower and Reserve Affairs, the Honorable Barbara Spyridon Pope, Assistant Secretary of the Navy for Manpower and Reserve Affairs, and the Honorable Jerome Gary Cooper, Assistant Secretary of the Air Force for Manpower and Reserve Affairs (Installations and Logistics).

We welcome you with us this morning. Secretary Wincup, I know how helpful you were to this committee when you were Staff Director of the Armed Services Committee. We welcome you. We look forward, and, if you will, please begin.

STATEMENTS OF G. KIM WINCUP, ASSISTANT SECRETARY OF THE ARMY FOR MANPOWER AND RESERVE AFFAIRS, DEPARTMENT OF THE ARMY

Mr. WINCUP. Mrs. Patterson, thank you very much. It is a privilege to have the chance to appear before this subcommittee and this committee. You all have a great history of helping military personnel for a long period of time, and I might say your work on

the GI bill has given us the exceptional military that we have today. So we thank you in that respect, but in a broader respect, for your concern for our soldiers and military personnel as they go through this difficult transition period.

We appreciate that concern, but want to tell you that no one cares more about it than we do. I mean we have very substantial reasons to be concerned, particularly in the Army where the drawdown is the largest. We have a large turnover under any circumstance and that is a concern to us, but we are going to take the Active force in the Army down over 200,000 people over the next 5 years, as well as reductions in our Guard and Reserve and in the civilian component, so we have a big problem facing us. We are very concerned for that reason.

Second, we are concerned because we have a sense of the same obligation you do. These people have served well and we owe them something for that service, and we intend to fullful that obligation well.

And finally, I would say we in the Army leadership sense that our future depends on how well we do this. It is an All-Volunteer Force, and if we don't take good care of people and they go out and spread that word, we aren't going to survive in the future. So that is something we care about deeply and have committed substantial resources within our constrained budget, and the energy that is going to be necessary to make this happen.

We saw a transition program occur once after Vietnam, and it, frankly, got very mixed reviews. So we are trying to do better this time. What we have done now is set up a program in the Army, which we consider very aggressive, that has 7 sites currently—the closest one is at Fort Myer and I would invite any of you who have the chance to go over and go through it; it is a fascinating experience—soon to move to 61 sites by October, hopefully to cover most of the Army, with a number of sites overseas to deal with the peculiar problems that exist in that circumstance.

Basically, we know we, first of all, need to keep good people during this transition, so we want to encourage them to stay, and then help people as they do leave.

Under our program, we basically have two goals. We want to make sure they understand all of their rights and entitlements. Job potential is certainly one of those, but there are lots of other rights and entitlements that they have and we want to make sure that they don't leave us unless they have a full and complete understanding of that and are very well versed in what those entitlements are.

Secondly, we think we have an enduring requirement to ensure that the Army as an employer remains attractive, because we are not going to be able to provide the service that the country requires unless we can continue to encourage people to join us. That is not just for Active duty people, but for civilians and otherwise. We want to set up a program that is going to last essentially forever. In our view, it is the final piece of the All-Volunteer Force. We recruit people. We encourage them to come in. We want to take good care of them as they leave. So the program that we have put in place, the ACAP Program, we expect to stay in existence essentially forever.

What it amounts to is two pieces at any installation. A transition assistance officer, whose job it is to take any individual who is about to leave the service for whatever reason—and again that is from all components, civilians as well as Reserve and Guardsmen, and spouses of these individuals. It is a total Army package that we are dealing with if we are going to assist people. The Transition Assistance Officer initially talks to these individuals to try and to pull together the kinds of requirements that they have, and to put together a package to ensure that they visit all the right services on the installation. We try and look across the board to make sure we are pulling those programs together.

The second piece is the Job Assistance Center is a relatively new piece for us. We are going to give them more information about how to find a job, resume writing, just how to approach it, salary negotiations—all the kinds of things that one needs to enter this sophisticated job marketplace.

So those are the pieces that you will see at an Army installation where the ACAP Program is up and running. There are seven now, soon to be more.

Frankly, we regard the TAP Program as a valuable resource that is a complement to our ACAP Program. We want to make use of it in every place that it is available. And I would tell you that it is part of the synergy that we see on all these installations in pulling together services.

I know that the TAP Program has seven sites up in the Army today, and 11 more planned, hopefully soon. We are anxious for expansion.

Mrs. Patterson, I just want to suggest that in the last 11 months, just to put it in context, we have been busy, and while we would like to have been spending a little more time on this issue, and we have been spending a lot of time on it, and I would like to spend more—obviously, we had other issues to be concerned about. In fact, we did not allow anybody to get out of the Army from about late September through right around early March. We just simply stop-lost the entire Active force and the Reserves, so we didn't have anybody getting out. So, while we knew we had the problem coming, we essentially solved it in a different way, albeit a short-term solution.

We intend to, and we are, applying energy and enthusiasm to it, and we very much appreciate your interest and want to work and make this as effective as possible.

Thank you for the chance to be here this morning.

Mrs. PATTERSON. Thank you very much for your statement.

[The prepared statement of Mr. Wincup appears at p. 95.]

Mrs. PATTERSON. Secretary Pope.

STATEMENT OF BARBARA SPYRIDON POPE, ASSISTANT SECRETARY OF THE NAVY FOR MANPOWER AND RESERVE AFFAIRS, DEPARTMENT OF THE NAVY

Ms. POPE. Thank you, Mrs. Patterson. I appreciate the opportunity to appear before you today to discuss the Department of the Navy's efforts in implementing transition assistance.

Since last year's Authorization Act passed, the Department of the Navy has taken many significant steps to provide our separating sailors and marines with a comprehensive program for transition assistance. Our philosophy is, and always has been, one of taking care of our own. We welcome the concept of transition assistance which mandates far-reaching services, many of which are not available in the private sector.

I want to mention some of the initiatives we have taken to put transition assistance fully into effect.

We require counseling of all departing personnel in a minimum of nine subject areas. During pre-separation counseling, we use existing programs and offices, work with local and State agencies and with nonprofit organizations to ensure that our men and women have access to as much current and complete information as possible. Our emphasis is on the coordination of available services rather than developing new systems. We have made all commanding officers and officers in charge responsible for ensuring that all sailors and marines under their charge receive pre-separation counseling.

Because we have existing programs, we are not faced with creating a totally new system and a new infrastructure to support this vital effort. Rather, we are building from a solid base. Once fully resourced in 1992, the expertise required for transition assistance will reside in our Family Service Centers. We consider two programs developed by OSD and the services vital in our effort to provide employment assistance. These programs are the Employment Skills Verification and the National Resume Registry.

We continue to support the Department of Labor as they work with us to provide employment assistance, especially in the Transition Assistance Program (TAP). We are currently offering TAP nearly 25 Navy and Marine Corps installations around the world. Although TAP is designed to provide counseling on job search and veterans' programs, we have expanded the original 3-day curriculum to include a fourth day of instruction covering pre-separation required topics. Furthermore, we are looking to add a fifth day, to ease the adjustment from military to civilian life.

By using TAP and our existing programs, we can provide our separating personnel with all the necessary tools to make an effective, smooth transition to civilian life.

The final part of our implementation plan for transition assistance is the Montgomery GI Bill. We have concentrated on the enrollment of personnel who are separating and on development of an automated system to collect and report that enrollment data to the Department of Veterans Affairs. Detailed eligibility criteria and enrollment procedures are being provided to the fleet, and we will retroactively enroll all of those veterans already separated.

Mrs. Patterson, I thank you for the opportunity today.

Mrs. PATTERSON. Thank you.

[The prepared statement of Ms. Pope appears at p. 100.]

Mrs. PATTERSON. We will now hear from Secretary Cooper.

STATEMENT OF JEROME GARY COOPER, ASSISTANT SECRETARY OF THE AIR FORCE FOR MANPOWER, RESERVE AFFAIRS, INSTALLATIONS AND ENVIRONMENT, DEPARTMENT OF THE AIR FORCE

Mr. COOPER. Thank you very much, ma'am. I am pleased to have the opportunity to brief you on the Air Force transition assistance efforts.

As tensions began to ease and unprecedented force reductions appeared imminent, we recognized the need for providing services that were better focused toward the unique hardships imposed on separating and retiring military members, their families, and DOD civilians. The Air Force has traditionally recruited a high quality personnel, given them the best possible training, and have provided excellent quality of life and career enhancement programs.

However, we have paid less attention to the preparation for post-service employment and readjustment into civilian life. The Air Force intends to do what it has always done: take care of its own. We enjoy an excellent reputation among the target recruiting population. We believe one of the primary reasons for our reputation is that we train a substantial number of transferable skills. We understand that finding employment in today's economy is a tough challenge. Therefore, our emphasis is on preparation to enter the job market, rather than serving as a broker between the service-member and his or her future employer.

If we can help our individuals decide what they want to do, help identify the area for which they are best suited, identify their qualifications, verify their skills, and instruct them "how to" mechanics of job search, then actual placement will be a natural follow-on.

Despite the considerable down-sizing we are facing over the next several years, we will continue to put a proper focus on maintaining a quality force, particularly through the retention of high quality people. At the same time, though, we will be implementing a transition program that takes care of those who are forced to separate, and one that minimizes turbulence for the separating members.

Our concept of operations is designed around an infrastructure that we already had in place and functionally associated with transition efforts. We mobilized this infrastructure that is composed of our education offices, our military and civilian personnel offices, our treatment facilities, base libraries, and Family Support Centers.

In August of 1990, we formed a task force to work full time on this issue. We identified our family support agencies on our bases as the lead agency. This decision was based on the similarity of transition programs to other family programs already in place. Additionally, we developed a formal implementation plan which was approved by the Secretary of the Air Force earlier this year and forwarded to our major commands. We will begin to administer the full range of transition benefits on the 24th of July.

Although transition assistance was not funded in fiscal year 1991, we took $1.2 million from other sources in order to implement our program. We are presently in the process of hiring and

training transition managers at each of our 100 largest bases, with a priority on our overseas bases.

Let me tell you now how we are implementing our pre-separation counseling and assistance initiatives and our efforts to expand the opportunity to participate in the Montgomery GI Bill. Of the nine pre-separating counseling items required by congressional language, the Air Force, as I speak today, is providing counseling in seven of them and has implemented procedures for providing counseling in the remaining two areas. Our concept of operations is well suited to meet this requirement. Rather than conduct centralized counseling, separating members are referred by the transition manager to the functional experts for the subject matter to be discussed.

For example, the base education officer will provide counseling regarding educational assistance benefits. A work sheet has been developed to document required counseling and will be included in an individual's permanent personnel folder. We are in full compliance with the requirement to transmit medical records to the Department of Veterans Affairs within 60 days. In fact, records will show that we do it in 2 days.

Providing employment assistance to our members presents a tougher challenge to us. Although we have programs to assist in the transition process, we have not given them the visibility that they deserve. We have, however, made some considerable progress.

Our Family Support Centers will continue to serve as a focal point for our transition program, to include our Employment Assistance Centers. We expect all of our centers to be operational by March of 1992, and in many cases our centers are already providing excellent but limited transition services using existing resources.

As a supplement to a larger scale DOD effort to verify training and military experience, we are using what we call the Community College of the Air Force, and they have developed a system of verification which provides formal documentation of training and skill level and academic course work on an official transcript, and this documentation corresponds to the directory of occupational titles and transforms military experience into civilian occupational terms, and we think this will be very, very helpful. It was implemented in January of 1991 and is available to all Air Force enlisted members.

We continue to be very pleased and proud of our partnership with both the Departments of Labor and Veterans Affairs. This partnership has resulted in progress being made in expanding the availability of the TAP seminar and the Disabled Transition Assistance Program this year.

Over the past year, substantial improvements have been made in both the quality of the course material and the quality of instruction. We have contributed to the development of many of these improvements, and so far the Air Force has sponsored 99 TAP seminars and has delivered course work to over 3,000 separating members. By the end of this fiscal year, the Department of Labor will have expanded the seminars to reach 55 percent of all major CONUS Air Force bases.

Additionally, we entered into an agreement with the Assistant Secretary of Labor for Veterans' Employment and Training, to train our first 100 transition managers at the National Veterans' Training Institute, and this is going on now. We have contracted for four classes and we will complete training in late August. This will increase the availability to 83 percent of our personnel by the end of this fiscal year.

In November of 1990, the Air Force printed and distributed 50,000 workbooks to all major bases to supplement their transition programs, and we find that this useful information is in great demand.

So, we greatly appreciate the efforts of the Department of Labor and the Department of Veterans Affairs for their assistance as we continue to move forward and work on these excellent relationships. The expanded Montgomery GI Bill exemplifies your strong commitment to education. This benefit adds a much needed option for individuals faced with involuntary separation. We have completed the staffing process to administer this benefit and will implement this and other benefits in only a few days, by the 24th of July.

We believe that we have developed a method that will easily accommodate new enrollment and allow for the expeditious processing of post-Vietnam-era veterans.

Thank you for the opportunity to discuss our program and what the Air Force has done to implement the legislation. We have completed that process and are now providing a full range of benefits and services. And, with your continued support, this valuable assistance will always be available.

Thank you very much, ma'am.

Mrs. PATTERSON. Thank you very much.

[The prepared statement of Mr. Cooper appears at p. 106.]

Mrs. PATTERSON. Let me just sort of mention a few things that have come to my mind since I have heard you all speak, which I was very pleased to hear. Number one, a thing that I don't suppose I had thought about before, that this is definitely a recruiting tool. If, in fact, you are not just saying, "Let's join now" and not telling them the benefits that will be available to them at a later time. So I appreciate your foresightedness in that area.

And, to hear you all speak of the quality of the men and women that are joining at this time that are serving, I think we have all seen that in recent months and appreciate those folks who have served.

Some other things that I heard, being a trained educator I was very pleased to hear of the mention of how important the GI bill was, both in the panel before and this panel, and how you are using it and are implementing and encouraging folks to participate in the Montgomery GI Bill.

And then also to hear you talk about how these programs are not just important to the serviceman or woman, but to the entire family, as you talk about the transition from military service back into the private sector. That it has to be something that we work on as a family and keeping families together. I appreciate that.

I do have some questions at this time. I will say that there were several questions that Mr. Penny wanted to present at this time,

and I will. But first let me just mention a couple that are on my mind.

Secretary Cooper, you mentioned what the Air Force was doing, but I know that a lot of us are concerned about the transmission of the service medical records to the VA. I know that in my offices at home I hear complaints about how long it does take for those medical records to get to DVA so that veterans, especially our disabled veterans, can become a part of that system.

I am just wondering. I think also we have heard that some branches have done better than others. I was wondering if possibly you all could address what might be the problems in this area and how we could make the system work a little bit better, move a little bit quicker for our veterans.

Secretary Cooper, you sort of alluded to what the Air Force was doing. It sounded like it was a good record. I think you said 60 days down to 2 or 3.

Mr. COOPER. Well, the requirement is 60 days but we do it in 2. We don't wait until the day an individual is leaving before we start compiling the information that is necessary to be transmitted. We do that as we progress toward the day of release, and consequently we have it ready to go. So we don't think we have any problems. And I would be happy to share additional information on that, if you would like.

(The information follows:)

TRANSMITTAL OF MEDICAL RECORDS TO THE VA

The Air Force has a set of comprehensive procedures which ensure the timely processing of all military records at separation, which include mailing medical records to the regional Veterans Affairs office. When an individual applies for separation, he/she is assigned a separation clerk within the Consolidated Base Personnel Office to handle the required separation actions. Approximately 2-3 months *prior* to separation, the member is scheduled for individual counseling with the separation clerk. He/she is given a comprehensive checklist of outprocessing actions to accomplish. Simultaneously, a roster of separating members is sent to appropriate base agencies requesting specific documents from each. For example, the medical treatment facility will forward the individual's medical records to the separation clerk approximately 30 days prior to separation. A "final" outprocessing interview 1-2 days prior to separation is then established between the individual and the separation clerk. At the final outprocessing interview, the member will turn in his/her checklist, which has been verified by the member's commander, and will verify the records which have been "collected" by the separation clerk. Once verified, the separation clerk immediately places the records in the mail. The key element in the process is that all required actions have been completed *prior* to the final outprocessing interview.

Mrs. PATTERSON. I appreciate that. I think Chairman Penny mentioned to me that he did have a stack of claims, pending claims, and was concerned about them. They are from various VA Regional Offices.

We noticed that a good portion of them were from the Army and from the Marine Corps. If you all would be willing, we would appreciate it, if the staff were to provide you with copies of some of these claims, if you could see what could be done on your end to clear this up and make these cases move faster.

Mr. WINCUP. Mrs. Patterson, we would be happy to do that. I would tell you that I wish our report from the Army was a little more positive. But I found out yesterday from your staff that we do have some delays that frankly are unacceptable. I think they are

not in processing people who have had documented medical problems as they leave. It tends to be more, from what I understand, with individuals who leave and then determine that they may have a disability they need to process. We have some difficulties apparently at one of our records centers.

I want to assure you we are going to look at that. I spoke to the IG this morning about getting into that problem. I am going to talk to the Secretary about it. And we would be glad to look at those case files, but we are going to look more broadly at that issue also.

Mrs. PATTERSON We have heard from the Air Force about how they are implementing it. I am wondering if each of you could tell us how your particular branch is implementing those?

Ms. POPE. Mrs. Patterson, I also would like to address the Marine Corps. Obviously, the staff has talked to us about the backlog, and I along with Mr. Wincup can report what we have found.

The Marine Corps is about to go out with a message that requires a 30-day turnaround time, and we have a goal of going down to 24-hour turnaround time. We have looked at the problem and have found that as the exiting member leaves, checks out with the admin clerk, the papers are put on the admin clerk's desk along with a lot of other documentation to file, process and transmit. To be fair to the administrative side of the house, this is done without telling them how important those medical records are.

So we admit we have a backlog. We would be happy to work with specific cases and resolve those. But I think the Marine Corps is, as we speak, about to go out with a requirement for a maximum of 30 days, obviously in some of the more complicated ones. But again, our goal is to achieve a 24-hour turnaround time.

Mrs. PATTERSON. I think it would be helpful for you to look at some of the cases we have, but I think we also have to be concerned with the additional ones that come in. I would wonder what steps you are taking. You say you are going to move to the 30 days, but I am wondering if you all are looking at what the Air Force is doing about going ahead of time, not waiting till that final day of discharge. In other words, what are your steps in implementing?

Ms. POPE. We are currently doing that. That wasn't our problem. It wasn't that the record wasn't complete. The record was complete. The members take the record to the administrative office and it was sitting on a desk. So it wasn't a matter of the record not being complete. It was a matter of it's timely transmission to the VA Regional Offices.

Mrs. PATTERSON. Would you like to respond what the Army has been doing or will be doing?

Mr. WINCUP. Well, Mrs. Patterson, frankly, we thought we had this in better shape than apparently we do with respect to some of these. So we need to look a bit more carefully.

I would tell you it appears to be one of the major records centers which is the repository of all our records and this is not an excuse or offered as one, but they have had a bit of a workload problem in the last 8 months because they handled all the records of all the soldiers who were mobilized. So, even at that it is an unacceptable situation if people aren't getting their VA medical benefits early enough. So we would be glad to come back to you. But right now I

would like to get our IG into it and look to see if there is a systemic problem.

Mrs. PATTERSON. I think we certainly all understand that this has been an unusual year and there have been extra burdens placed on you all. So we can understand that, but we would hope that—and also what you alluded to about people leaving the service expressing what their medical problems are and then later after discharge coming up with a medical problem. We experience that with people walking into our district offices and certainly understand. But we would be interested in working with you all to, hopefully, alleviate this problem in the future.

As I mentioned earlier, I am extremely interested in the educational benefits that are offered, and it was my pleasure as a new member to work with our chairman on the Montgomery GI Bill. I know that all of our members are concerned about those individuals who are involuntarily separated prior to the issuance of the June DOD directive regarding involuntary separations, and those people who may be eligible for the Montgomery GI Bill benefits.

How many of those involuntarily separated from each of your services during this time period would be eligible for the Montgomery GI Bill opportunities? Do you know at this time?

Mr. COOPER. Yes, ma'am. In the Air Force we have identified approximately 3,248, and have already designed letters and information packages to advise them of what their benefits are, so we feel ready to go. We have identified them. Even though many of them probably have already received some information through the media, we will contact each of them through official correspondence, so that no one will miss out on at least being notified of the availability of the benefit.

Ms. POPE. There are about 3,000 marines and about 25,000 sailors who have separated this year who probably fall into the broad category. These individuals were separated for reasons unrelated to the drawdown and would have been separated even during a period of expansion. We are in the process, because we knew this was coming, obviously, with the authorization bill last year, of going out with registered letters reiterating all of their benefits, giving them a form to fill out, with an explanation and a contact person and place, so they could go in with more detailed information.

Mr. WINCUP. Mrs. Patterson, I can't give you a precise number. I would tell you it is a relatively small number for the Army in that very few people got out of the Army up through March; involuntarily separated, in any case. But we are doing essentially the same thing. We have identified all of those people. We have a track on it and we will be sending them letters. From the date they get notice of this entitlement, they will have 6 months to make an election to get into the GI bill program. So, while it is somewhat late, I think we are going to be effective in making sure that they can utilize this entitlement.

Mrs. PATTERSON. I have noticed on our TV stations at home some advertisement. I think, Mr. Cooper, you mentioned that you all were going to be doing this. I think we all realize that the media reach is more, more often even maybe than the mail. So I would hope there would be the effort through the media with TV. I think any way that we can encourage our men and women to further

their education and take advantage of the Montgomery GI Bill is to all of our benefits.

At this time let me—since I seem to be the only one here to ask questions, let me refer to some of the questions that Mr. Penny left, and let's see if we can get some answers on those.

And they begin with you, Secretary Wincup. At the bases where you all have the—here we go with acronyms—ACAP, where it is available and TAP is not, what is the equivalent, the ACAP equivalent of the 3-day TAP Program? Would you sort of tell me that? You know, based on the description of the Job Assistance Centers it sounds as if some of the services provided there may be duplicative of the TAP Program. And would you agree on that?

Mr. WINCUP. Certainly some of the services that are provided in TAP are duplicative of ACAP, but we don't allow them to become duplicates at installations where they both exist, which will become increasingly the case. We do have a seminar similar to the TAP Program which is a series of presentations of very useful information, very important information for people in terms of their transition; so to the extent that TAP is available, it will be substituted for what we do in ACAP.

What we additionally do in ACAP is more individual counseling, specific work with individuals. It is useful and important to tell people that as they go into the civilian marketplace they should keep in mind certain kinds of things—how to do a resume, how to approach the marketplace. But frankly, it is not enough to tell an infantryman who is approaching the civilian marketplace to start cold without additional information he or she, in this case he, needs to understand that they do, in fact, have skills that are desirable and that are transferable into certain kinds of skills in the civilian marketplace.

So we do a lot of individual counseling with people about recognizing individual skills. That is the complementary part of ACAP in the job assistance piece that isn't done in TAP, but fits together quite nicely.

Mrs. PATTERSON. Would you tell me how or by whom is the decision made as to whether or not TAP will also be offered at facilities where ACAP is?

Mr. WINCUP. As I understand, there was a working group between the Department of Labor and the Department of Defense that first selected a number of the sites for TAP. ACAP was decided, of course, on our own. The TAP decisions were made by this working group. As I said, there are seven in the Army, soon to be 11 more, and I think it is a cooperative decision.

We are careful not to impose on a commander of an installation as he is going through a drawdown. If he has a particular problem at that time, we want him to make the last call as to whether he is ready to start this program. So we always go out to them and ask the question. In the spring of this year, while we did go out to several about the TAP Program, but in the middle of the mobilization they just simply couldn't take on the additional responsibility. That burden we think is now pretty much alleviated, and so we expect there is going to be nothing but great interest and enthusiasm for the TAP Program where it is offered.

Mrs. PATTERSON. Again, I realize this has been an exceptional year, so there have been things that we did not anticipate.

Mr. WINCUP. Nor did we.

Mrs. PATTERSON. I don't think any of us anticipated.

How does the Department of Veterans Affairs fit into the ACAP Program? And, if TAP is not offered at an ACAP site, is the VA asked to participate in ACAP? If not, is there a discussion of the VA benefits and programs that would be available?

Mr. WINCUP. Absolutely. One of the two principal goals of ACAP is to make sure that the military person or their spouse understand the full range of benefits. We are very anxious to have all of their veterans entitlements fully explained to them. And, in many cases, I understand that the veterans representative is actually housed in ACAP facilities. We are supportive of that. So we fully integrate veterans benefits decisions whether TAP is available or not. That is really one of the roles of the program, ensure that a serviceman is aware that he has all those various entitlements out there.

Mrs. PATTERSON. One thing the committee was surprised about is that the DTAP is only available at one base. Have you all talked about expanding that program with the DVA?

Mr. WINCUP. We have talked about it. As I understand it, it is at Fitzsimmons General Hospital in Denver right now. We talked about expanding it to Walter Reed. I think we would be interested in doing that.

Mrs. PATTERSON. And you all have evaluated ACAP so you can say what criteria has been established and how well it is functioning at this point?

Mr. WINCUP. Well, we have in concept. We have only had seven sites in operation since January. Part of our process is we have an evaluation going on today. We do exit surveys of all the service personnel who go through it, so we will get the ultimate evaluation in terms of their feeling of whether they were helped or not.

Our IG is going to look at the program when they go to all the installations. Clearly, the only purpose for this program is satisfied customers. So that evaluation process is very important to us. So far the results, of course, are anecdotal but they are quite good. We have even had the National Military Families Association talk to one of their people and ask them to go through the program in Hanau, Germany, and I have seen their report. It is a great endorsement.

Mrs. PATTERSON. Great. For me, I need you, if you will, at this time to describe the automated Army employment network in more detail. Who are the employers that are registered, and where were they recruited? Just explain that program to me. And I don't know if we call that—what is the acronym for that?

Mr. WINCUP. Well, we haven't gotten one yet, and I hope we never do, actually. We have too many as it is.

It is a program that is part of our job assistance capability at an installation where we take essentially any employer who is interested in providing us information on their jobs. This is U.S.-wide. It is not limited to any region. Most of the employers tend to come, interestingly enough, from the point that you made. Our Recruiting Command is the biggest proponent of the ACAP Program. They

have put out a brochure called "Experience For Hire" that is part of the Recruiting Commands efforts to convince employers that these military personnel have exceptional capabilities and they are good, they do well when they leave.

Some of the feedback we have gotten from that booklet, which has had wide distribution, in the hundreds of thousands, is lots of employers calling us and writing us and saying we would like to be part of that. We are interested. You have a resource that we think is valuable and we would like to be able to get at it. We say, "Great", and we put their name into the Army employer network.

When a soldier is in Hanau, Germany, or in Fort Ord, California, in many cases they just don't know where they are going to settle. One of the things we try and provide them is good information, if they have a certain skill, where there is a job in a certain area and where there is not. So what this provides us is the opportunity to reach across a broad area of where there are kinds of jobs that soldiers might be interested in.

Our Recruiting Command also is going to have a conference this fall with the Committee for Economic Development—we are doing this in conjunction with the Office of the Secretary of Defense—where a number of the leaders of the major corporations in the country are going to get together and discuss military training and how it fits in the overall work cycle, and we are excited about that possibility.

The other place, interestingly enough, is with specific States. The State of Florida originally approached the Army, and said, "We're interested in your people as you do this drawdown," and we have signed a formal Memorandum of Agreement. The Secretary signed it with the Governor last year, and we are in the process of negotiating with several other States right now where we are trying to match the States' needs with the kinds of people that we have coming out.

There is a specific example which is somewhat poignant for me. There is an individual who runs a truck firm in Florida and he persistently calls the Secretary of the Army and says, "I want to hire truckers from you. I need to hire these people." And the Secretary then calls me and says——

Mrs. PATTERSON. "Send me truckers."

Mr. WINCUP. "Send truckers." So, it tends to be an accumulation of various sources, and this network is what pulls it together, and then we allow the individual, when they go into the ACAP site, to just go through the computer, pick regions, pick kinds of jobs, and the more information they find, the better.

Mrs. PATTERSON. I think as I came into the meeting this morning I was listening to Mr. Ridge and Mr. Penny talking about how we needed to include businesses more. This sounds like a wonderful networking way to do that.

I might mention to you that whenever I visit industry in my area they often tell me that they like to hire people who have been in the military because they are well disciplined, they appreciate good hard work, and they are good, reliable workers. So evidently the training they receive through service in the military is really paying off for the work force at home. So I would say thank you.

Ms. Pope, let me ask you some questions, if I might. You mentioned in your testimony that you require counseling of all departing personnel in at least nine subject areas during pre-separation counseling. I am wondering how much time is devoted in these counseling sessions, and is it individual or is it in group sessions?

Ms. POPE. It is usually in a group session, and then based on general group sessions, if the individual wants additional counseling, then it goes into individual. You know, the TAP Program is a 3-day program. Our program is expanding as we speak. It was basically an afternoon. It is now a full-day program. And it depends on the needs of the servicemembers, whether it is a sailor or marine, East Coast, West Coast. A lot of it varies with the command and the requirements of the people departing.

But at a minimum, it is a half a day. Or was a half day. It is now being expanded to a full day. Because a lot of people were leaving not thinking that they needed any kind of pre-separation counseling, we are now requiring that they go through it. It is no longer a volunteer program, or it won't be as of next month. We are requiring people to go through it, and not just voluntarily. I think a lot of people have left saying, I'm fine, I don't need, I know what my benefits are, I know what the Montgomery GI Bill is all about, and they get out and they don't end up going back to their home State or they end up in a new location and realize that they are not aware of what their VA benefits were or what the Department of Labor is doing. They don't know how to translate their military skills into civilian language for a civilian resume.

So we have gotten some feedback and we are requiring it now, and we are expanding it so that people don't have to come back in 6 months down the road and say, Oops! Sorry, I should have sat down with you and had some counseling.

Mrs. PATTERSON. I think you have probably answered the next question that Mr. Penny had asked me to ask you, and that was dealing with the—you said you have a mandatory separation brief for all personnel who are not retirement eligible. At those installations where the TAP Programs are available is attendance at these sessions also mandatory? I think you probably just answered that.

Ms. POPE. It will be next month.

Mrs. PATTERSON. I appreciate that.

You mentioned the job expanded your original 3-day TAP curriculum to include a fourth day of instruction and may even add a fifth day.

Ms. POPE. A fifth day.

Mrs. PATTERSON. It seems like an excellent idea. I am just wondering was the decision to include this fourth and possibly fifth day based on your experiences with the Career Awareness Program in California.

Ms. POPE. Yes, ma'am. We did an evaluation earlier in the year when we knew that the transition assistance was going to expand. We wanted to sit down and do a pilot on a small scale, and get some immediate feedback from sailors and marines on how valuable it was. As a result, we modified it. We have been working with the Department of Labor to modify the TAP Program so that it is Department of the Navy specific. We are addressing needs that the

members who have gone through the program are telling us are missing or need to be modified.

The answer is yes.

Mrs. PATTERSON. That is wonderful. We often learn through experience. I appreciate that.

Again getting back to the Montgomery GI Bill, you may have helped me by answering this earlier, but are you prepared to implement retroactive enrollment for those Navy personnel who have already separated but who are eligible for the Montgomery GI Bill benefits under the provisions of the law?

Ms. POPE. Yes, ma'am. We are in the process of compiling all that data. We will go out registered mail to those members. A lot of them were briefed but we want to make sure that people don't fall through the cracks. And they will then be given a place or a person to call so they can follow up with specific details.

Mrs. PATTERSON. Let me see. Mr. Cooper, maybe we should give you the opportunity. In the testimony earlier Secretary Collins noted that the Air Force was the earliest and has continued to be the most ardent supporter of the Department of Labor TAP Program. Given your experience with that program, would you recommend any specific changes that could be made to further enhance the program? Or could you give those to us at this time?

Mr. COOPER. This is a difficult time to give them because we have not completed our implementation. But one thing we have done is to set up a procedure to come up with some lessons learned as we work through it. So we think that probably after 6 months have passed, we will have garnered enough information from our experience to be able to give you some recommendations, and we will certainly do that, ma'am.

Mrs. PATTERSON. I think that would be excellent. Because one of the things that benefits me as a member of this committee, and I am sure benefits those who appear before us, is the sharing of how you have implemented it so that other branches may do the same.

Mr. COOPER. Thank you.

Mrs. PATTERSON. So I would be extremely interested in that.

In your testimony you mentioned that funds were included in the administration's 1992 budget to hire additional people to provide employment assistance under the umbrella of the overall transition manager.

What will the duties and responsibilities of these individuals be? And how would these individuals relate to the TAP Program.

Mr. COOPER. Well, I have mentioned that we have almost a hundred of them in training now, and they will be assigned at our initial bases and will be the individuals responsible to the commanders for the implementation of the program. So they will be the individuals who will supervise the subordinate units in the administration.

Mrs. PATTERSON. All right, sir. Let me just say to you that I believe you all must be doing a very good jobs in many ways. I know it has been a hard year. But, in my district offices at home we are finding more families and people who are calling wanting to stay in than calling wanting to get out, or even folks who have been out wanting to get back in. So you are doing a good job in many ways and we appreciate your work. And we thank you for being here

this morning. And, if you have any additional information that you would like to leave for the record, we would appreciate it.

I think this has been a very instructive and informative hearing for me. I am glad to have the opportunity to preside and to be here. And we will meet again next Thursday for the second day of hearings on the issue of transition assistance.

Thank you very much.

[Whereupon, at 11:18 am., the subcommittee was adjourned, to reconvene subject to the call of the Chair.]

TRANSITION ASSISTANCE PROGRAM

THURSDAY, JULY 25, 1991

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON EDUCATION, TRAINING
AND EMPLOYMENT,
COMMITTEE ON VETERANS' AFFAIRS,
Washington, DC.

The subcommittee met, pursuant to notice, at 9:30 am., in room 334, Cannon House Office Building, Hon. Tim Penny (chairman of the subcommittee) presiding.

Present: Representatives Penny, Patterson, Smith and Santorum.

OPENING STATEMENT OF CHAIRMAN PENNY

Mr. PENNY. The committee will come to order.

This is our second day of hearings on implementation of sections 1142, 1143, and 1144 of title 10, U.S. Code, and section 1418(a) of title 38. These transition assistance programs contained in Public Law 101-510 established policies which we believe are critical to the successful transition of our separating servicemembers from military to civilian life.

Our hearing last week was constructive and informative and I look forward to hearing from our witnesses this morning.

The effective implementation of these programs is dependent on close cooperation and the interaction of several Federal and State departments and agencies, each doing what it does best. The purpose of this hearing is to reemphasize the importance of and to facilitate those critical partnerships.

We hope to adjourn by 11:30 at the latest. We do have a large number of witnesses this morning, so I would ask that they limit their testimony to no more than 5 minutes. As always, written statements will be included in the printed hearing record. Any questions that may be submitted by committee members in writing will be included in the record, as will the responses to those requests for information.

Before we proceed any further, I would call on the ranking Republican on this subcommittee, my good friend Chris Smith, for any remarks he might have.

OPENING STATEMENT OF HON. CHRIS SMITH

Mr. SMITH OF NEW JERSEY. Thank you very much, Mr. Chairman. I want to welcome our witnesses to today's hearing.

Today we are holding a second hearing to examine the progress in implementing the Transition Assistance Program, the TAP. As

you know, Mr. Chairman, the Transition Assistance Program began as a pilot program in 1989 and was fully authorized last year as part of the Defense Authorization Bill for 1991.

This program is designed to provide members of the armed services who are within 180 days of separation from their service with counseling regarding their future civilian careers. Particularly, the TAP is designed to provide servicemembers with the information and skills needed to maximize the abilities they have acquired while serving in our military as they enter civilian life.

Through joint efforts by the Departments of Labor, Defense, and Veterans' Affairs, the Transition Assistance Program should greatly ease the often difficult adjustment from military service to the civilian sector.

Last week we heard from these Departments, as well as from the Army, Navy and Air Force. While the progress they have made to date is encouraging, one question that must be addressed is whether some of the efforts being undertaken by the military services are duplicative of existing services which are now offered by State employment agencies. In addition, we must also ensure that the Disabled Transition Assistance Program, DTAP, is fully implemented.

Mr. Chairman, with the expected "downsizing" of our Armed Forces in the coming years, the TAP program will continue to be especially important in making certain that the men and women who have served in defense of our country are afforded the best possible opportunities in their future endeavors. The recently concluded Persian Gulf War demonstrates the importance of maintaining the highest quality of personnel in our military. In order to insure this high quality, however, we must ensure that the military service continues to have a positive benefit for the future employment of our veterans.

Mr. Chairman, I look forward to hearing from our witnesses and ask that my full statement be made a part of the record.

[The prepared statement of Congressman Smith of New Jersey appears at p. 65.]

Mr. PENNY. Thank you.

Our first panel this morning includes Lt. Gen. William Reno, Deputy Chief of Staff for Personnel, Department of the Army; Vice Adm. Jeremy M. Boorda, Deputy Chief of Naval Operations, Department of the Navy; Lt. Gen. Thomas Hickey, Deputy Chief of Staff for Personnel, Department of the Air Force; and Lt. Gen. Norman Smith, Deputy Chief of Staff for Manpower, U.S. Marine Corps.

I think we will start at your end of the table, General Reno, and go down the line. Thank you for being here.

STATEMENT OF LT. GEN. WILLIAM H. RENO, DEPUTY CHIEF OF STAFF FOR PERSONNEL, DEPARTMENT OF THE ARMY

General RENO. Thank you, Mr. Chairman.

This has been one of the most extraordinary years in the history of your Army. We have mobilized over the year 150,000 Reservists; we have won, in partnership with our sister services, a decisive victory in Desert Storm; we have redeployed the force back to CONUS essentially; and we have begun to reshape the Army.

Historically, with the termination of hostilities, the Defense Department has led the way in supporting programs to help servicemembers transition from military life. At the end of World War I, transition occurred at 30 demobilization camps. Soldiers moved through these camps receiving medical exams, disability determination, a review of service records and pay. The War Department accepted the responsibility to coordinate programs to help veterans find jobs. By 1920, over 68,000 citations had been issued to employers that rehired their former military employees.

The War Department's expressed policy at that time was that no serviceman would be considered completely demobilized until a job had been found for him. Similarly, in World War II, military planners recommended six major entitlements for servicemembers, as have you all. These benefits included mustering out pay, unemployment insurance, and the GI bill of that era.

Today we face the unpleasant challenge of downsizing the Army. We must ensure that soldiers are assisted with their transition, as you suggest, to civilian life, for we are for the first time an All-Volunteer Force. We believe the Army's transition program, the Army Career and Alumni Program, ACAP as we call it, provides that final piece to support the volunteer force and the volunteer soldier. ACAP is a comprehensive transition program comprised of a Transition Assistance Office and a Job Assistance Center.

The first objective of ACAP is to retain the quality soldiers and civilians. Where appropriate, we are encouraging soldiers released from Active duty to transfer to the Army Guard and the Army Reserve. Those with military skills critical to Army civilian occupations are also encouraged and supported in joining the civilian service component of our Army family.

The ACAP Transition Assistance Offices will ensure that all departing soldiers and civilians, Active, Guard and Reserve, understand their benefits and entitlements. The Job Assistance Centers complement the Department of Labor's Transition Assistance Program, where it is available, and together provide the military, civilian, and family members with outstanding preparation to enter the labor market.

Seven ACAP pilot programs have been operational since January and have assisted over 8,000 Army soldiers this year. By the end of fiscal year 1991, we expect to establish a total of 61 Transition Assistance Offices worldwide. Fifty-five of these 61 will include the Job Assistance Center.

We are working with the Department of Labor to expand their TAP program at our installations from seven to 18 by the end of this fiscal year. Where ACAP and the TAP program are available at the same installations, we modify ACAP to prevent duplication, ensuring that the program is, in fact, complementary.

Public Law 101-510 includes an extensive package of benefits, which we greatly appreciate, from the Congress. Each soldier, as he or she goes through this process, receives pre-separation counseling. Section 561 of the law provides involuntarily separating soldiers an opportunity to enroll in the Montgomery GI Bill at separation. We are implementing these procedures to ensure that these soldiers are counseled and understand their rights. We are present-

ly contacting 6,554 eligible veterans who have already separated, offering them the opportunity to enroll in the Montgomery GI Bill.

We have finalized and dispatched a comprehensive set of instructions containing guidance for installation commanders to use in implementing all components of this law. As with the Montgomery GI Bill, we will identify those personnel who have already separated and who may be eligible for these benefits and afford them an equal opportunity to take advantage of each entitlement.

In closing, I can assure you that the Army is committed to providing quality service and programs for our departing soldiers, civilians, and family members. We are also committed to working closely with the Department of Labor, the Veterans' Administration, State agencies and veterans' service organizations, to use all available resources wisely. We feel very strongly that it will take the combined efforts of all of us to provide our departing soldiers and civilians with the services to which they are entitled.

I look forward, Mr. Chairman, to your questions.

Mr. PENNY. Thank you, General Reno.

Admiral Boorda.

STATEMENT OF VICE ADM. JEREMY M. BOORDA, DEPUTY CHIEF OF NAVAL OPERATIONS, DEPARTMENT OF THE NAVY

Admiral BOORDA. Good morning, Mr. Chairman.

First let me say that because of the drawdown, or as a result of the drawdown, one might think that we would be separating people involuntarily. The Navy will separate no people involuntarily, short of retirement, as a result of the drawdown in size. We will be able to manage our drawdown through reduced recruiting, continued use of high year tenure after retirement eligibility, and management of the force. But, because of the definition of involuntary separation used in the law and used by DOD and us, we expect we will have between 11,000 to 15,000 people a year eligible for the nine transition services that are specified in the law.

In addition, we have provided, over the years, transition or separation counseling for our people as a matter of course, so we will continue to provide those services. As services get better as a result of the law and what we're doing, we will provide these enhanced services to many more people.

I would like to stress, both for you and for the press here today, that our intent and our plans do not call for reduction-driven involuntary separations, which is taking the very best care of our sailors that we can.

Having said that, in implementing the law we used three premises to design our program. First, we wanted to build on the existing Navy programs that I talked about. We have approximately 271 people in the Navy who work every day, and did before the law was passed, in providing these services. So rather than starting a new program, like perhaps the other services, I chose to lean on what we already had going. I think you will see that's true probably for all of us.

Second, we collaborated with OSD and the other military departments. Many of our bases are close together and OSD can provide programs and services that I know you've heard about from Secre-

taries Jehn and Woods, that we can use, and there is no need to develop something new if someone else is developing it and we can all tap into it.

Finally, we are taking an increased advantage of the services provided by the Department of Labor and the Department of Veterans' Affairs. We use the Family Service Centers as the cornerstone of our program. I mentioned 271 people already involved in this, and many of them are at the Family Service Centers delivering the kind of counseling that is consistent with those nine things that we must now do. So we didn't have to start from scratch, and the Family Service Center seemed a good place to base this.

We have already begun providing Family Service Centers with programs, program guides for delivery and computer assets, because much of this information is computer intensive. We did all of that out of hide this year. There was no money appropriated, although the law was passed last year, but there is a little over $13 million in the HASC bill this year and we do need that money to continue this program and meet the requirements. I hope the Senate will come up with a similar number. Sixteen million dollars was the actual requirement to execute this program as legislated, and we'll figure out a way to make up the difference.

Currently, all Navy people separating do get counseling on the issues discussed. All separating Navy people today get that counseling, and they did in the past. We will have to expand the program to include many of the things that DOD and DOL are providing for us, and those things will come on line very quickly.

Right now we use TAP with the Department of Labor at 11 bases. Those are our 11 biggest bases and they cover most of the people who get out every year. They are also strategically located close to 9 other very large bases, so rather than doing TAP at all 20 of those, we let the 9 bases that are close to the big 11 use those resources.

We will open six more TAP sites before the end of this fiscal year, and by the end of next fiscal year, the entire Navy will be covered. We also have three overseas sites where we will run a test program. Those are at Rota, Spain, Yokosuka, Japan, and in Guam in the Mariannas.

I think our program is well underway. I think we are meeting the requirements at this stage of development. I think we are doing it in a logical, reasonable, and studied way by leaning on a program that the Navy already had that was working quite well.

Thank you. I look forward to answering your questions.

Mr. PENNY. Thank you, Admiral.

General Smith.

STATEMENT OF LT. GEN. NORMAN H. SMITH, DEPUTY CHIEF OF STAFF FOR MANPOWER, U.S. MARINE CORPS

General NORMAN SMITH. Mr. Chairman and members of the subcommittee, I thank you for the opportunity to chat with you today about what the Marine Corps is doing concerning this very vital program.

Our separation counseling was being done in the Marine Corps before Public Law 101-510 was enacted, both by the unit command-

ers for individuals and through group briefings at our Family Support Centers. Because it was our policy to do this counseling, it was possible to modify and expand these counseling services to include the expanded benefits that are available under transition assistance. We currently have 18 centers with transition assistance counselors established throughout the Corps, both in the United States and overseas, who are currently counseling separating Marines on their benefits. Since April, we have briefed more than 33,000 separating Marines in compliance with the nine counseling requirements found in this addition of the law.

As an aside, this increase in the counseling requirement will not be funded until next year. It has already cost us around $2.7 million, which we did not budget for. But we do very much appreciate the support that we expect in the next 2 years of approximately $4.1 million in each of those 2 years. That I thank you for.

The system we have in place is serving our Marines in cooperation with and augmented through the Department of Labor Transition Assistance Program. It has come to my attention that a problem exists with the forwarding of medical records to the Veterans' Administration, and I recently directed that this is going to be solved by having the medical records forwarded one day after a member separates. We have to get that solved in order to take care of our people appropriately.

I have to tell you that there has also been concern expressed for those Marines who were eligible for the expanded benefits but separated prior to the eligibility determination being made. That is of concern to us and I'm sure it's of concern to you. I can assure you that we are now preparing to reach out to these individuals to ensure that they will receive the benefits for which they are eligible. I would like to make it clear that whatever can be done to get assistance to eligible separatees will be done.

I think as a sidelight we should mention what the veterans organizations are doing too, sometimes formally and sometimes informally, to assist us in the transition of our Marines. I specifically cite the Marine Corps League and the Marine Corps Coordinating Council, who have reached out into the various bases and offered their assistance as well. I'm sure the other services, with their veteran support groups, have that same capability. But they are doing a good job in this arena as well and I think they rate an "attaboy" for that.

This concludes my remarks, sir. Thank you very much for listening and giving me the opportunity to talk with you.

Mr. PENNY. Thank you.

General Hickey.

STATEMENT OF LT. GEN. THOMAS J. HICKEY, DEPUTY CHIEF OF STAFF FOR PERSONNEL, DEPARTMENT OF THE AIR FORCE

General HICKEY. Mr. Chairman and members of the committee, I also appreciate the opportunity this morning to discuss the Air Force's Transition Assistance Program and to report on our progress in implementing the requirements of the 1991 National Defense Authorization Act.

As Mr. Cooper stated last Thursday, while we have made substantial progress in some areas, we have a way to go in some of the other areas. I believe the area in which we've made the most progress is working with the Departments of Labor and Veterans' Affairs, in expanding the Transition Assistance Program. Over the past year, we have seen a great deal of improvement in the overall seminar program and, as a matter of fact, this past Friday we completed the first of our four training sessions that are conducted by the National Veterans Training Institute to train the first of our 100 transition managers we will have at base level.

I have been told that the training was absolutely superior. So for the record, I would like to commend the staffs of the Departments of Labor and VA for their efforts to assist our present and future veterans of the Air Force. The Air Force looks forward to continued success in the TAP program.

I am also pleased to inform the committee that, effective yesterday, July 24th, the Air Force has formally implemented all the available transition benefits.

As an aside, I asked my staff to call a few of the bases and see how the first day of business went. We have somewhere between 25 and 30 new transition ID cards that were issued, and I expect by tomorrow night, the end of this week, that number will be in the hundreds. So they're off and working.

Moreover, we are also ready to notify our members who have already separated, through a direct mailing program, on how to recover their benefits retroactively. While it took much longer than we had anticipated to sort out the eligibility criteria, and while I'm pleased that we are now providing transition benefits, I believe that in the next several months we will make great improvements in the programs that have already been initiated.

Finally, I would like to reaffirm that the Air Force considers the transition process to be a family business and that we will continue to do business with the family as the centerpiece of our program.

At this time I will be glad to answer any of your questions.

Mr. PENNY. Thank you, gentlemen.

What instructions have been issued to the commanders at the individual bases regarding the implementation of TAP, the types of facilities that are to be made available and the types of promotional efforts that are to be implemented, to ensure that troops are fully informed of their opportunity to participate in the program?

General RENO. Mr. Chairman, within the Army we have at each of our bases, for which we have ACAP, an ACAP coordinator who has responsibility for oversight of both the Army's ACAP program and the integration and support of the TAP program.

Similarly, for those bases that have TAP without ACAP, we have comparable guidance to the field. The guidance is to provide support for a facility required for not only the support of TAP but support of the ACAP program, which includes a conference facility of a minimum of 40 people to standard—i.e., the carpeting, the right support facilities for instruction, the right audio-visual and those kinds of things. We think it is quite well squared away at this point in time.

Now, as we expand, we will provide comparable guidance for the bases that will receive ACAP and/or TAP expansion. We are com-

mitted to quality facilities, recognizing that the instruction is supported better when you have the right environment and the right audio-visual and instructional material available for the personnel from the Labor Department and the other agencies.

Mr. PENNY. I have a follow up, and then I want the others to answer the same questions.

What are the rates of participation among eligible servicemen?

General RENO. It's mixed, Mr. Chairman, right at this point. We have a total of seven TAP sites in operation now. At four of those, attendance is mandatory. It's——

Mr. PENNY. So it's left at the option of the base commander?

General RENO. We have left the Labor component and the job component of ACAP voluntary, but commanders at four of our installations out of seven have made it mandatory. The participation rate then obviously varies from that. But it is substantial.

Mr. PENNY. Admiral Boorda.

Admiral BOORDA. With regard to the guidance question, each activity that has TAP or is scheduled to get it receives a personal letter from me along with the instructions for the program, very similar to what General Reno briefed. In addition, we have a TAP coordinator here in Washington who has liaison responsibility with both DOD and DOL who then visits the site. We have continuing interaction between headquarters, the site itself, and the Department of Labor. So I believe that with that kind of ongoing program we solve problems and fix any obstacles that come up on the spot after that initial letter from me encouraging them and telling them what's required.

In addition, in answer to your follow-up question——

Mr. PENNY. Yes, on promotion and participation rates.

Admiral BOORDA. We get the word out in Plans of the Day, all the kinds of base newspapers, all the kinds of ways that we do it. Our program really has been fully subscribed. At 11 installations over this past year we have trained over 20,000 people. That's the max we could do with this many TAP visits. So the demand is out there for the service that we can provide, and as we increase the service, it will be used.

It is voluntary, certain parts of it, and clearly the future employment part of TAP is voluntary. The military parts that we do—TAP is 3 days, and we do another day ourselves on military subjects, that is not voluntary. All departing servicemembers get that briefing.

Mr. PENNY. Have you kept statistics on the differential between those who are eligible and those who actually participate?

Admiral BOORDA. I don't have those statistics, but I understand the numbers are virtually the same. It's about 120 people at each TAP session, which is the max that we can do comfortably.

Mr. PENNY. General Smith.

General NORMAN SMITH. Concerning the guidance, sir, back in April we had the command representatives in for a one-week seminar and training session, conducted by my Headquarters Marine Corps-type representative. During that period, along with all the other implementing instructions, while we conveyed a half day's worth of information to the commanders concerning implementation of this particular program, emphasizing, of course, the close

coordination among all the services. Wherever we can make use of other service activities, we have tried to do that, including Veterans' Affairs and the Department of Labor. It is vital that this program function with that sort of coordination. However, you're going to run into the normal expected growing pains along that line.

Also, I have written a personal letter to each of our base commanders outlining the program and emphasizing the Commandant's guidance as well.

I have directed my department at Headquarters Marine Corps to draft a Marine Corps Order that lays out the specifics of this program. Recently it is on my desk, and I hopefully will be able to get to it this afternoon. It is an All Marine Corps Message that will be sent laying out sort of the advent of the Marine Corps Order with regard to transition assistance. So what I'm saying, sir, is I think we're doing well on getting the information out.

You asked for a percentage of participation. Again, a soft number, I'll give you 50 percent. However, we have made it mandatory for our sergeants and below to go to this sort of training. We have made it optional for our staff noncommissioned officers and our officers to go to it.

Like we do so many times in the Marine Corps, the good judgment of our commanders in the field to understand the intent of the orders, the intent of Congress, the intent of DOD, that's going to get the job done.

Mr. PENNY. General Hickey.

General HICKEY. We have provided several types of instructions so far, Mr. Chairman. I must say that in this we've had kind of a running dialogue since we established our task force in August, 1990, so in terms of formal instructions and involvement from base level up to headquarters, it has been an ongoing exchange. We fielded an Air Force transition plan on the 6th of May, which specifies the functional responsibility at every level of command, from the headquarters down to the base level, so that everybody knows what piece of the action they are responsible for and are to do.

It directs that appropriate seminar facilities—and I underline seminar—be used when conducting the TAP classes. Normally we use a designated kind of classroom facility, or we'll use rooms in officers' clubs or enlisted clubs, places that have the right kind of environment for a class size of about 35, where you have tables for group exercises and those kinds of things, because we found they are the most successful way to impart the information in a seminar environment.

On the 11th of July we then forwarded very formal and very detailed information on the whole process of administering the transition benefits and programs. As I said, the start date was yesterday and we're off and running on that. We will begin paying separation pay on the 1st of August to the enlisted members that we have.

Attendance at the TAP seminars in the Air Force is voluntary. I do not have as yet, I guess, a sophisticated enough feedback system to tell me what the participation rate is. But we know there are some people who already have a job or, for one reason or another, don't really need that. We feel that people who are participating

need to want to be there in order to make it an effective session. So we are letting it run that way.

My guess is that the participation rate is very, very high, and that anyone who doesn't have fairly good plans for employment afterwards is attending. All the feedback we get is overwhelmingly positive on the process.

We have 25 centers that are already open, working with DOL and the TAP program, and we'll have 25 more by the end of September. That's about 55 percent of the CONUS bases. We also—and I think Mr. Cooper may have mentioned——

Mr. PENNY. Fifty-five percent of the bases, and what percent of the personnel?

General HICKEY. Well, we're starting with the largest bases, so it's higher than that. I can't give you the precise number, but it probably is something close to 70 percent of the personnel. We're going for the big bases and the population centers.

We also have 28 people who we have trained through the same NTVI at Denver, again under the auspices of the Department of Labor, and we return them overseas. They are providing the same kinds of TAP programs with that training to our overseas bases at 28 locations in the Pacific and in Europe.

As a matter of fact, I think some of our overseas commands are the most aggressive in working with the transition program. So it's unfolding, but I think it's going very well.

Mr. PENNY. Thank you.

Mrs. Patterson, do you have any questions of this panel?

Mrs. PATTERSON. Thank you, Mr. Chairman. Thank you, gentlemen, for being here. Please forgive my tardiness.

You may have answered this when you were talking about participation, but when they are participating in TAP, are they relieved of their other duties at that time, or is after hours? How does that fit into their normal schedule, if you would answer that for me.

General RENO. Ma'am, in the Army, to answer you very point blank, it's during duty hours. They are relieved. We have training cycles in the Army that we call red-amber-green. During green training cycles, you're expected to be at training. During the red training cycle, you are then free to go to this as well as other schools, medical appointments and those types of things that are more adaptive and less of a detractor from training. So yes, it's during duty hours, and it is time protected for the soldier.

Mrs. PATTERSON. Thank you.

Admiral BOORDA. In the Navy's case it's very similar. Our people actually receive temporary additional duty orders which sends them to this training as the only duty they have to perform at that time. It is done during normal working hours.

General NORMAN SMITH. In the Marine Corps, ma'am, we encourage relief from regular duties. The training is accomplished during normal training hours. Of course, if there is some unusual operational consideration that this Marine may be required to participate in, then he goes on that. That's the commander's call. However, since we start this training 180 days prior to the Marine's expected release from Active duty, he has the time to catch

up on that if operations considerations jump in there and take the fore.

Mrs. PATTERSON. Thank you.

General HICKEY. We do it during normal duty hours, too. We do not have formal guidance through our commanders that they must make their people available and preclude other duties. We are looking at whether that's going to be necessary or not. Our experience so far is that it's not. We have a pretty good handle on it. Once they show up and start the seminars, if for some reason or another during that next couple of days somebody doesn't appear at the session because he's been withdrawn, we would know about that and it would be discouraged. But it hasn't arisen as an issue yet. But we may need to do that, just to make sure that everybody fully understands they are supposed to be there. We think they do, but it may be a place that we haven't quite covered yet.

Mrs. PATTERSON. Mr. Chairman, do I have time for one other question?

Mr. PENNY. Proceed.

Mrs. PATTERSON. The other question is just on the feedback that you all have gotten from participants. Are you getting good feedback? Are they making suggestions and changing, or are you really getting feedback from those folks who have participated?

General RENO. Ma'am, we're getting more positive feedback each day. Early on there were some criticisms on quality of instructions, but the agencies have had training classes and the quality of instruction has markedly improved. The feedback is positive for all programs.

Mrs. PATTERSON. Very good.

Admiral BOORDA. Our students fill out a critique sheet and we keep score at the end. Ninety to 95 percent of the students give the TAP course one of the highest two marks, either favorable or extremely favorable. So I would say our feedback is, one, very structured, and two, very good.

Mrs. PATTERSON. Thank you.

General NORMAN SMITH. Ma'am, let me answer that question with our experience at Marine Corps Base, Camp Pendleton, in Southern California. Between the two Aprils here, April of 1990 and April of 1991, we had one of the pilot programs in coordination with the Department of Labor. It was very positive.

Let me look on the other side to show you some of the criticisms and then you can see the direction for getting rid of those criticisms. We need additional instructor training quotas to include overseas transition personnel. That came out from this. We need qualification standards for our TAP instructor personnel. We also found out that as we went into the State or the Federal job service agencies, that those instructors who were assigned to go to the bases, still had in the back of their mind their requirement back at their home office for so many numbers or quotas per day of counseling, that they had to provide in their office.

Well, as we all in the military run into, dual hatting is what we're talking about. So you have the person who is going to do that instruction all the time with his mind back in his office, "Doggone, I'm not getting my quotas." So I think maybe there should be some modification along that line. As a result of this observation in the

pilot program, there may be something already moving in that direction. I certainly think it should.

We also found that we needed a couple more additional days to include some of the military and other civilian transition activities that General Reno and Admiral Boorda also mentioned a few minutes ago. So all in all, it is very positive. But I think all the services probably benefited from the critiques that came out of that year-long pilot program.

Thank you, ma'am.

Mrs. PATTERSON. Thank you.

General HICKEY. We had essentially the same experience, mostly very favorable right off the bat, but we had a couple of isolated instances where the people delivering the training and seminars needed better preparation before they got there. That has been solved. The Department of Labor and the State employment commissions stepped right up to that, and we helped them. Now we have personal relationships at most all of those centers now that keep the same people coming back to deliver the seminars each time. It has allowed us to get smart on how to set up a program so that the new bases, as they come on line, are turning up with prepared and educated and qualified people the first time around. So our results are essentially, as I said earlier, overwhelmingly positive right now.

Mrs. PATTERSON. I appreciate it. Thank you very much.

Mr. PENNY. Thank you.

I have one last question. We have a vote on the House floor, but I want to finish this panel first. It would then be a good break point.

I think one or two of you spoke to this issue already, but just so I'm clear on this, in determining which bases receive the TAP program, is that a matter that's negotiated between each of you and DOL, or, if not, is there another process whereby a decision on which base to put in the program is made?

General RENO. Mr. Chairman, it is developed jointly.

Mr. PENNY. From your office to the DOL?

General RENO. That's correct.

General RENO. And before we lock the final decision, we coordinate with the base commander to ensure that adequate facilities are available consistent with our standards.

Mr. PENNY. By the end of the next fiscal year, fiscal year 1992, how many bases and what percent of personnel would be under the program?

General RENO. Sir, the projection for TAP is 59——

Mr. PENNY. Fifty-nine bases by the end of fiscal year 1992?

General RENO. By the end of the program, sir. I cannot give you——

Mr. PENNY. I understand.

General RENO. I will have to provide for the record the fiscal year break. But 59 is the objective. I will provide for the record the percentage. But the overwhelming majority of CONUS bases would be covered. We cover OCONUS—Korea, Europe—with the Army's ACAP program, but we do not have, as the Air Force suggested, the TAP projected overseas, which we need to do.

(The information follows:)

At the end of fiscal year 1992, there will be 59 Army bases actively participating in or served by Department of Labor (DOL) TAP at CONUS locations. DOL TAP's goal is to be available for all division level Army installations by the end of the first quarter of fiscal year 1992. The estimated percentage of military personnel who will be transitioning from the Army at the Army TAP sites is 58 percent of the total number of soldiers projected to leave the Army.

Mr. PENNY. Is that in negotiation phase now, trying to figure out how you can get people trained to do TAP overseas?

General RENO. It is within the Army, but the Department of Labor TAP program does not at this point, as I understand it, extend overseas. That is the one change that we would suggest and would be something we would ask for.

Mr. PENNY. Admiral Boorda, I thought you said you were going to have all personnel covered?

Admiral BOORDA. At every major base, and we don't have that many large bases——

Mr. PENNY. The numbers again in terms of bases and——

Admiral BOORDA. I will have to give you that for the record. But we already have the majority of the CONUS Navy covered. We will never be able to cover very small bases or recruiters, but we will lean on the cooperation of the other services to get to a closer base for them.

(The information follows:)

Currently, TAP is offered at 11 Navy sites covering a total of 20 commands. These 11 sites are: Norfolk, San Diego, Mirarmar, Point Mugu, Lemoore, Long Beach, Treasure Island, Point Hueneme, Jacksonville, Bangor, and Whidbey Island. We are coordinating with DOL and project an additional 25 TAP sites by the end of fiscal year 1992. These additional sites will service all remaining major facilities within the continental U.S. Projected sites are: Groton, CT; Mayport, FL; Kings Bay, GA; Brunswick, ME; New York City; Philadelphia; Little Creek, VA; Oceana, VA; Bremerton, WA; Washington, DC; Pax River, MD; Gulfport, MS; Orlando, FL; Pensacola, FL; Idaho Falls, ID; Great Lakes, IL; Meridian, MS; Newport, RI; Millington, TN; Beeville, TX; Corpus Christi, TX; Kingsville, TX; New Orleans, LA; South Weymouth, MA.

To answer your initial question, we selected the first 11 bases ourselves. We picked the big ones that you would expect—San Diego, Norfolk, what have you. DOD and DOL coordinated with us, and that was not a problem. We have established relationships now, and as we expand the program for the remainder of this year and next year, I don't see any problems in coordination and getting them where we want them.

Mr. PENNY. General Smith.

General NORMAN SMITH. Sir, our 18 bases will be covered, 14 of them by the end of this fiscal year, and that's going to pick up around 85 percent of our Marines.

As I mentioned in my earlier comments, all of us can throw our servicemembers into the other services' support, too, when there doesn't happen to be a major Marine Corps base nearby. Marines are spread throughout all the services and all around the globe, and we make use of our sister services. So I would say about 85 percent right now would be covered at the end of this fiscal year.

Mr. PENNY. General Hickey.

General HICKEY. First, in opening new bases, in terms of providing the resources and the resource constraints by the Department of Labor and the States, once they say okay, we're ready to do something, and we have the ability to do it in the State, then we

work with them in terms of identifying installations and finalizing it, making the other service commitments that go with it.

We will have all 92 of our major CONUS bases open by the end of fiscal year 1992, so we will have 100 percent coverage of our major CONUS bases. We will do the overseas bases with the in-house training assets that I talked about earlier. That will be 100 percent covered, too.

Mr. PENNY. I want to thank this panel. We appreciate what all of you are doing to implement this program. We know that you're strongly committed to serving this particular need of your service-members. I think you are making great strides to implement the program to their benefit, and I compliment you for those efforts.

Before I run off for this vote, I specifically want to thank Admiral Boorda for courtesies extended to me last December when I spent a couple of days in your spaces, and particular thanks to Captain Hansen for making sure I had a productive couple of days there.

Admiral BOORDA. The quality of the lunch came from the Marine Corps. I can't really take credit for that.

[Laughter.]

Mr. PENNY. I apologize to you that I couldn't return the favor by feeding you here today, but I do appreciate your coming by. We will dismiss this panel with our thanks.

We stand in recess for about 10 minutes.

[Whereupon, the subcommittee was in recess.]

Mr. PENNY. Thank you for your patience.

We will move on now to our second panel consisting of Mr. Al Scott, commissioner, Department of Labor, State of Georgia; Mr. Thomas Hartnett, commissioner, Department of Labor, State of New York; and Mr. George Tetler, chair, Veterans' Affairs Committee, Interstate Conference on Employment Security Agencies.

We thank you for being here, and we will start with Mr. Scott.

STATEMENT OF AL SCOTT, COMMISSIONER, DEPARTMENT OF LABOR, STATE OF GEORGIA

Mr. SCOTT. Mr. Chairman, members of the subcommittee, I appreciate the opportunity to appear before you today to present our views on the Transition Assistance Program and make recommendations for program improvements.

Let me assure you from the outset, Mr. Chairman, I come out of a strong sense of commitment to our Nation's veterans and those who in the future will become veterans. They have faithfully served our Nation, and I believe it is now our duty to meet their needs.

There is another compelling reason to focus on veterans, the great potential to strengthen the quality of the civilian labor force. By placing veterans where their skills are needed, TAP can contribute to our Nation's economic well-being. TAP, Mr. Chairman, should be considered an investment in America.

For the past year, our agency has operated TAP at Fort McPherson and Fort Benning, Georgia. Nearly 1,500 individuals have completed training. We are convinced of the value of the effort not merely for the job finding skills it imparts but because of the confi-

dence it instills in individuals who, in many cases, are facing private sector job competition for the first time.

We believe that full-time transition assistance centers should be established at all military installations where service personnel are being discharged. Under such an arrangement, TAP training would be an integral part of the assistance provided to individuals approaching their discharge. DVOP's and LVER's would be available full time to assist with their individual employment needs as they transition to civilian employment.

Further, I believe the Employment Service serves as the base of operation for DVOP's and LVER's in each State and is the only logical focal point for administering and operating an expanded TAP program. It would actually be an extension of a system whose primary objective is to bring together employers and workers.

By the way, I can tell you that the Employment Service offers much more than entry-level jobs, they also offer high-skilled and professional positions. Our Employment Service program therefore provides a foundation on which TAP can build and expand. To this end, I have several recommendations I would like to make to the subcommittee.

First, Mr. Chairman, we must provide adequate resources. Our experience at two TAP sites has shown that more personnel will be needed to support an expanded program so that existing DVOP and LVER staff assigned to local Employment Service offices can continue to serve the existing veteran community. Additional allocations should be made to those States with separation centers in proportion to the number of projected discharges in each year of DOD down-sizing.

Second, we must establish a national system that will enable TAP staff to make direct contact with their counterparts in other States. The technical capability exists to instantly transmit resumes, local labor market information, and job openings data across State lines. However, such a quality system can only be implemented with the leadership and financing of our Federal partners.

Further, the interstate job bank system administered by the U.S. Department of Labor could serve as a repository of job listings where national recruitment is necessary. It should also serve as the automated delivery system for the DOD transition bulletin board.

Third, we must avoid duplication of effort. We have become increasingly aware over the past few months of several plans within DOD to provide employment assistance. I cannot object more strongly to such an independent initiative. We fully understand the commitment that DOD and the various branches have in assuring a smooth transition to civilian life for separating military personnel. However, multiple programs confuse the individuals they intend to serve, duplicate existing resources, and ignore the existence of a national system which was established over a half century ago to deliver employment assistance.

The Department of Defense has funds to establish new programs, and each of the branches is requesting additional dollars. However, we have been asked to dig into existing systems and existing funds, which everyone agrees are hard pressed. The issue here should not

be and is not turf protection but the most effective utilization of scarce Federal resources to make transition easier for veterans.

For example, the efforts of DOD and the branches to make trade associations and employers aware of the availability of a trained work force is very positive. However, the results of these efforts need to be funneled into a system that is already basically in place; we do not need parallel systems.

Fourth, we need to communicate successful experiences. The assistant secretary of labor for veterans' employment and training should initiate a program that allows TAP trainers and program administrators to keep informed of innovative practices.

Mr. Chairman, I hope our experience with TAP and our recommendations for a more meaningful program have been useful to you and members of the subcommittee, and let me again emphasize our belief that we not only have a duty to provide the best for these individuals but it is an economic imperative.

I will be happy to answer any questions, Mr. Chairman, at the appropriate time.

[The prepared statement of Mr. Scott appears on p. 110.]

Mr. PENNY. Thank you.

Mr. Hartnett.

STATEMENT OF THOMAS F. HARTNETT, COMMISSIONER, DEPARTMENT OF LABOR, STATE OF NEW YORK

Mr. HARTNETT. Thank you very much, Mr. Chairman, and thank you for this opportunity to discuss what are some very, very important issues.

I have prepared remarks which I have submitted to you, and I would just like to touch on some of the points this morning, and hopefully many of the comments that I have will dovetail with my colleague from Georgia since we are both basically in the same business.

The challenge ahead of us, down-sizing the military, when you look at the scope of that issue, it is kind of scary. We have some 500,000 people nationwide that we are going to see coming out of the military by the end of 1992: in New York State, 45,000 to 50,000 returning veterans, about 1,000 a week; and the problem doesn't end there; in 1993/94 we are going to see an additional 650,000 military personnel separating, by our numbers, nationwide.

If the numbers don't give you pause, then when you look at the various categories of people within those numbers, you see that there are levels of services that will be required. For instance, you have individuals who had intended to leave the service but had signed up perhaps for longer terms that are now leaving involuntarily, I guess really depending on the service, based on the testimony that I heard earlier; people who have served 12 to 14 years or so and had intended to make a military a career, and that will not be a viable option for them now; people who wanted to stay 30 years and have vested their pension at 20 but will still be leaving; just general retirees from the military; and, of course, disabled veterans coming out of the service. All of these groups will need services, they will need counseling, resume preparation, leads on jobs,

leads on training, and all the supportive services that we can muster. So I think it is appropriate to ask what is out there now.

One of the things that is out there now is the business that we are in, the State employment security agencies. It is a public labor exchange program that exists in all 50 States, in Washington, D.C.; Puerto Rico; and the Virgin Islands. It has some 1,600 offices nationwide. They are in virtually every neighborhood or in the neighborhood next to your neighborhood when you return from the military, and they house people who are trained in the very business that we are talking about today.

Within this system, there is the veterans' program which is staffed by what we call DVOP's and LVER's—Disabled Veteran Outreach Program specialists and Local Veteran Employment Representatives. That system for veterans has been in place for 50 years. These individuals are well trained; they have extensive networks. I can speak only for New York, but I know this is true around the country: They approach their duties with a passion and a sense of mission that is unsurpassed in anything that I have seen.

I heard one of the earlier witnesses talk about some of these individuals when they are in different assignments wearing two hats. The DVOP's and LVER's that I know in New York only wear one hat, and it is not even a Department of Labor hat, it is a veterans' hat, and they just approach those duties with the passion that I indicated any private sector firm would be proud to have in its work force.

They have relationships that exist with veterans' groups, with business, with labor, with training establishments that you cannot duplicate, and if you started to try and build that system today, it would take you 50 years to build just some of the contacts and nuances they know about the business.

Let me be more specific with respect to New York State. We have 97 local offices around the State, many of which we have converted to community service centers which provide services at all levels and all types of services. I mention this not to blow our horn in New York but, rather, just to give you a sense of some of the things that the various States have been doing to improve services to veterans. We have done a Veterans' Bill of Rights for Employment Services in New York that establishes priority treatment and establishes a hotline for those veterans that feel they haven't received those services.

With all that in place, let us look at what is being proposed, and, by the way, I applaud all the efforts and the focus and the resources that are going towards this issue, but the Department of Defense, as I understand it, has proposed some $65 million worth of programming, and you heard some about it earlier: the Army Career Alumni Program (ACAP's), the Job Assistance Centers, and when you look at the material on these, you ask, "What will they do?" They will do counseling, they will do job search, they will do training, they will give leads to training. Some of that sounds very familiar, and it ought to, because it is the business that we are in and that we deliver to the general public and, of course, to veterans on a priority basis.

The Resume Bank Initiative sounds very much like the Interstate Job Bank, which is a system, whether you like it or not, which is in place right now; all the hardware, all the software, all the communication networks are set up.

We also understand that there are some private biddings to deliver these services. I must tell you, if I were sitting here and I were in charge of Acme Personnel Company and I told you that I had 97 locations in New York State with trained personnel that could find people jobs, I would expect that I would be a formidable bidder on that work, but I am not going to bid on it because the State Employment Security Agencies are not permitted to bid on that.

The Transition Assistance Programs, which again are very good, I think, and clearly a step in the right direction to do the right thing for veterans, will use State Employment Security Agency personnel, and we will provide as many people as we can to that, but there will be an impact on our ability to deliver services to other veterans back in New York, and we don't receive any additional funding for them.

That gives you a sense of some of the issues I see in terms of what I see as kind of a duplication of effort that is going on here. So what would I recommend?

Well, first, I think that the States and the State Employment Security Agencies—there ought to be a presumption in favor of using the existing network for delivery of many of the services that we are talking about here today. At least we should be in the game to bid on those services, but I would think that there ought to be a strong presumption in favor of using the Labor Exchange Program. It is in place, it works, and it works well.

We ought to get more information from the Department of Defense—this is another recommendation that I have—through the Defense Manpower Data Center to turn over to the State Employment Security Agencies all available information regarding personnel that are leaving the military. We have been trying to do that for a while now, but have been unsuccessful. Hopefully you can be of some assistance to us on that.

Anticipating the fact that some of these people are not going to find jobs right away, there ought to be an extension of the unemployment compensation for ex-service personnel for the full 26 weeks that are enjoyed by other Americans that are affected by plant closings. As someone who is involuntarily separated from the service, I would be hard pressed to tell the difference between a plant closing and that.

Veterans ought to receive priority status under the JTPA, and that is something we have done in New York. It has not caused any problems in New York. As a matter of fact, it has provided a lot of opportunities in New York for veterans, and that ought to happen on a national level.

We also have a training program in New York that extends unemployment insurance benefits for everyone who was involved in a training program certified by the Department of Labor, and I think that ought to be a national program. We ought to create a national Veterans' Bill of Rights that has the same kind of accountability that we have in New York, with an 800 number, anticipating that

many of these people will still, with all the good faith efforts on the part of everyone, still not understand everything they are entitled to asnd then, if they do understand it, may not get everything they are entitled to. They need to have a place they can go to, to find out what they are entitled to and to let people know when they haven't received those services.

Let me just conclude by saying that I think there is a substantial opportunity here for a duplication of effort which will not be in anyone's best interest, particularly in these times of scarce resources. It is amazing to me that in the Persian Gulf War, the total battlefield commitment, we had 34 nations, spoke 23 different languages, had different command structures, different communications, different weapons systems, yet they got the job done. It would be a shame if the men and women who served so well were not served by the four, five, or six, or seven Federal and State agencies because we couldn't get our act together and provide those services in a coordinated and efficient way.

Thank you very much, Mr. Chairman. I will be happy to answer any questions you have.

[The prepared statement of Mr. Hartnett appears on p. 117.]

Mr. PENNY. Thank you, Tom.

Mr. Tetler.

STATEMENT OF GEORGE TETLER, CHAIR, VETERANS' AFFAIRS COMMITTEE, INTERSTATE CONFERENCE OF EMPLOYMENT SECURITY AGENCIES, INC.

Mr. TETLER. Mr. Chairman, I chair the Veterans' Affairs Committee of the Interstate Conference of Employment Security, better known as ICESA, and serve in a full-time capacity as director of Employment Services and operations for the New Hampshire Department of Employment Security.

The Interstate Conference, which I am representing here today, is the national organization of all State agencies which administer the Employment Service, unemployment insurance system, labor market information programs, and in most States the Job Training Partnership Act. Conference membership includes the 50 States and the District of Columbia, Puerto Rico, and the Virgin Islands.

I am pleased to participate in these proceedings and present the views and concerns of the Conference regarding the efforts under way to help separating military personnel transition into he civilian work force and to discuss how the Nation's employment and training agencies—specifically, the Employment Service—can most effectively and efficiently participate in those efforts.

The Nation's Public Employment Service is the primary delivery system for veterans' employment programs. State Employment Service operations provide an array of other services, including but not limited to assessing work force trends and employer needs, applicant assessment, referral to training, job search assistance, counseling, and providing labor market information.

Despite funding problems during the last decade, the Public Employment Service is still an established system with a nationwide network of 1,600 local offices with knowledgeable staff. ICESA believes the Public Employment Service should be the focal point for

providing employment transition assistance to separating military personnel and their families.

At this juncture, Mr. Chairman, I am going to stray from my written testimony in view of some incidents that have happened recently. During the first day of hearings on veterans' transition assistance, various transition programs were presented to your committee. In the judgment of ICESA, all of the programs are flawed.

The greatest flaw, in the view of ICESA, is the extent to which existing Employment Services may be duplicated. Given the current budget crisis, the Nation cannot afford to duplicate public services. We are certain that quality employment transition services could be provided with substantially fewer dollars by recognizing and using basic employment and training services already available from the State Public Employment Service operations.

Mr. Chairman, for years every returning veteran got their jobs from Employment Services, as depicted in this rather old poster. That is where we have been, that is where we are going to be, and that is where we are proposing to stay.

To come to grips with this situation, we have taken the initiative and have reached agreement with the Department of Defense on a summit meeting. The Interstate Conference is in the process of issuing invitations to representatives of the veterans' service organizations, the Department of Defense, and its armed service branches, to attend this summit in early September aimed at developing cooperation and coordination among the services and the State employment security agencies on all aspects of employment transition assistance.

The purpose of the summit will be to establish a national prototype for all employment transition programs, to ensure that these programs are cost-effective, and, most importantly, to ensure that all of us share a common goal to set a coordinated and cooperative course of action designed to provide the services that the military personnel affected by the down-sizing will need to be able to make a smooth transition to productive civilian employment.

It is my hope that this committee and the Congress will support the States' efforts to shape a reasonable and responsible approach to the provision of necessary services to veterans and recognize the Public Employment Service as the logical focal point for employment transition assistance.

Thank you, Mr. Chairman. I will respond to any questions.

[The prepared statement of Mr. Tetler appears on p. 128.]

Mr. PENNY. Thank you, Mr. Tetler.

You mentioned early September. You don't have a specific date or location on that?

Mr. TETLER. We are making contact now, sir, to determine an appropriate date for everybody. We are looking at the 6th or the 10th of September.

Mr. PENNY. Is the response from DOD favorable?

Mr. TETLER. Yes.

Mr. PENNY. The service representatives from within the DOD are also in the loop on this?

Mr. TETLER. We are assuming that DOD is speaking for all the services.

Mr. PENNY. Will take care of that?

Mr. TETLER. The commitment has all of them involved.

Mr. PENNY. Could I ask all three of you to discuss the role of the local Employment Service office in servicing area military bases through the TAP program and at what stage you come into the discussion?

I got the impression that the individual services negotiate with DOL, and then, in turn, once a decision is made about targeting a base for participation in the program, DOL goes to the local Employment Service office and the Department goes to the local base commander, so it seems like you are notified at that point. Are you brought into it at an earlier stage, or is my understanding based on the previous panel's testimony closer to the point as to when you are brought into this?

Mr. SCOTT. Mr. Chairman, we are generally brought in at the very, very end, and that is part of the problem in my estimation. There needs to be planning up front, and there is a misgiving that it only requires 3 days of staff time when, in fact, it requires considerable preparation before and actually after the training. I think, to really have an effective program, you really need to be involved earlier, not after the decision has been made as to site locations and with no regard to the impact the service is providing to veterans' populations already.

Mr. PENNY. In terms of training a DVOP or an LVER to do the TAP program, does that occur after the base designation, and then they notify you, and you have to make sure that those personnel within that local office get that specific training, or is there some other process by which we determine to send those personnel to a TAP training session?

Mr. SCOTT. It is generally after we have been notified.

Mr. PENNY. Then you have to get up to speed.

Mr. SCOTT. Yes.

To give you an example, we operate two sites, and if my information is correct, with the expanded program we would have seven additional sites in Georgia, and I have no idea as to the location or anything else.

Mr. PENNY. And how frequently is the training session offered for those personnel? Is that then an added delay from the time that we have decided to cover a base until we can get folks trained, or are these sessions run frequently enough that you can quickly get them into a training program?

Mr. SCOTT. I don't think they are frequent enough, and I think they ought to be regional.

Mr. PENNY. They ought to be regional instead of at the national center?

Mr. SCOTT. Yes.

Mr. HARTNETT. Typically in New York there is a delay also, and, to go back to your first point, we are not involved in the process at a very early point. They have designated four centers in New York. We are hearing about it after the fact, and if we were involved in that process a little bit earlier, I think that could make a difference in terms of the type and quality of services that are delivered.

Mr. PENNY. Knowing our priority is to reach the largest number of personnel and that it is only natural then to go to the larger fa-

cilities, isn't it self-evident, though, which bases are likely to be brought in at some point?

Mr. HARTNETT. Well, it could be. I don't think there were many surprises in terms of the list that they ultimately chose, that is correct, and we have a good working relationship with many of those bases anyway for both their civilian activity and then for those military personnel that would normally be mustering out.

Mr. PENNY. I guess I have a related question. While we are going to cover the vast majority of bases and make this program available to a very high percentage of servicemembers, there are smaller bases that will never be officially designated as a TAP base. What authorities do you have now to enter into some other arrangement to provide a similar service on those bases? Any at all?

Mr. HARTNETT. None that I am aware of.

Mr. PENNY. Is this a serious problem that we are going to have smaller bases that just won't be able to avail their personnel of a TAP type service?

Mr. TETLER. Mr. Chairman, getting at your question from a "bass ackwards" position, if I may, I surveyed all of the States that are involved with the TAP program currently, and they all were approached, with the exception of California, in the same manner as Georgia explained. They came last minute and said, "Okay, you are going to do it; here it is." There was really no preparation, no real involvement and plan by the Employment Service.

I think one thing that we need to recognize is that the Employment Service for years has had a relationship with most of the bases around the country. We have, until we closed Pease Air Force Base in New Hampshire, for example, always participated in some form of transition program, if you will, however informal, with the discharge personnel, so that in some places they are involved, and I see no issue in having that part of the local DER/DVOP program.

Mr. PENNY. Mrs. Patterson.

Mrs. PATTERSON. Thank you, Mr. Chairman.

Thank you, gentlemen, for being here.

What I heard that was discouraging to me is the overlap, the duplicate services, and the problems that you seem to feel. I am wondering, because of this need for greater cooperation between DOD, the military services, and your program, do you think it is too late that we can all really come together and try to work out some of these problems? I know there is the suggestion of maybe getting together. I don't think, as a Member of Congress, I intended to—to go back, and I know your poster shows that you have been doing this for a number of years, I certainly don't believe that we intended, as Members of Congress, to take away any responsibilities that you had or to duplicate or replicate, and I just wonder, is it too late for us to go back and get everyone cooperating so there won't be as we stretch the dollars? I just hate it if there is duplication.

Mr. HARTNETT. I think there is time to put together a much more coordinated and concerted effort, but I think it takes a fundamental recognition by everyone, the heads of the various agencies involved, to understand that this is the business that we are in, and have been in for some period of time and have an existing network, and have a committed staff, and have the leads on training and

jobs and whatever. It becomes even more important when you look at the environment that many of these men and women will be returning to. There is a recession, and notwithstanding some people's claim that we are coming out of it, you would be hard pressed to determine that in my offices in New York, and I suspect I speak for a lot of others.

So I think there is time, but I applaud this news I hear now from ICESA that there is going to be a summit meeting, but we need to really make sure that there are some concrete results coming out of that.

Mr. TETLER. I think, Ma'am, that the time is right. I envision one possible problem. If you recall the testimony given last week by many of the people who testified, several of them are about to enter into contracts. If we get involved with contracts that are prohibitive of doing a good job when we meet in September, that is a downfall. I would hope that they would not enter into contracts prior to an understanding and the development of a good program.

Mrs. PATTERSON. Do you have some goals for that September meeting? How can we address the contracting problem? Is that something that we have to encourage them not to sign on to contracts between now and then? In other words, what can come of the September meeting? Do we have some real goals?

Mr. TETLER. I don't think we have any authority to do that, but certainly your committee could do that for us.

Mr. SCOTT. Mrs. Patterson, one of the things we ought to encourage at the September meeting is that we do not duplicate the services that are being provided at the Federal level, whether it is Department of Labor or DOD. That is extremely important.

To answer your question as to whether or not we have time, I think we have time, because the transition bulletin board, for instance, that DOD is talking about establishing, they are saying 1992 or possibly some time in 1993 before that will be ready and up and running. So I think there is time, but I just think there has got to be close cooperation in all sections.

Mrs. PATTERSON. I guess, Mr. Scott, you are the one who got my attention first when I heard your statement that you are avoiding duplication, when you said you couldn't object more strongly to independent initiatives. That really got my attention. We can't afford independent initiatives, whether they are from one branch or service, from the Department of Labor, or wherever; we need to be pulling together on this as we reach all of our veterans. I will have to work with the chairman on your suggestion of how to address the contracting problem.

Mr. PENNY. Thank you.

I want to thank each of you. I think all three panelists have given us some concrete recommendations as to how we can better serve the veterans population, better coordinate the various agencies in delivering these services. I trust that both Mr. Hartnett and Mr. Scott will be involved in this summit that you are trying to arrange with, I assume, DOD and DVA?

Mr. TETLER. Yes.

Mr. PENNY. The ideas they have presented to us should also be presented and discussed and negotiated in that setting, and we look forward to following up on this issue and doing our part to bring

some coordination to this effort. We don't want to spend more money than we have to to get the job done right. Clearly we have good resources out there, and the best way to utilize those resources is to get the appropriate level of cooperation among the parties and to use the existing services that are already in place and the existing structure that is already in place as much as possible.

Again, thank you for your participation this morning, and we will continue to be in touch with you on these matters. In particular, I want to be informed about the specific time and location of that summit. I am not sure it would be possible to attend because of congressional responsibilities, but somehow or other I would like this committee to play a role in those sessions.

Mr. TETLER. We will not only inform you of it, we will invite you to attend.

Mr. PENNY. I appreciate that. If Members can't get there, there will be some representation on behalf of the committee in those sessions; I can guarantee that.

Mr. TETLER. Thank you very much.

Mr. PENNY. Our last panel this morning includes Mr. James Hubbard, director of the National Economic Commission, the American Legion; Mr. Jonathan Gaffney, national legislative director, AMVETS; Mr. Ron Drach, national employment director, Disabled American Veterans; Mr. Clifford Dupree, associate legislative director, Paralyzed Veterans of America; and Mr. Robert Manhan, special assistant, National Legislative Service, VFW.

Thank you all for being here, and we will start with Mr. Hubbard and then go down the list of witnesses in the order that I have introduced them.

STATEMENT OF JAMES B. HUBBARD, DIRECTOR, NATIONAL ECONOMIC COMMISSION, THE AMERICAN LEGION

Mr. HUBBARD. Thank you, Mr. Chairman, and my thanks to the subcommittee for allowing me to appear here on behalf of our 3.1 million members.

The Disabled Transition Assistance Program, which is not necessarily under discussion today but is really part of TAP, had a good genesis. There were some problems with initial implementation. I think they have been sorted out.

The TAP program had a good genesis. Once again, there were some initial problems, but that turned into a pretty good pilot program which proved the system could work and which is putting veterans or about-to-be-veterans in touch with the labor market.

Expansion of TAP has not been so easy. There have been problems with duplication of the expenditure of funds on the part of the Department of Defense and the services to create a parallel system. That came to a head in a Buffalo conference in April, a veterans employment conference. There has been lots of dialogue since then and I believe we're on the way to a solution from what I heard this morning. I am encouraged.

I can tell you that some figures that I have seen show that a $4 million investment in transition assistance will result in $11 million in savings in the unemployment insurance account. People

who participate in TAP find meaningful employment at an average of 11 days sooner than those who don't. The starting salary for the average TAP participant is $3,500 higher than for someone who has not participated. These numbers are significant, Mr. Chairman, and they deserve the attention of the subcommittee, the Department of Labor, and most especially the Departments of Army and Defense.

There are contractors out there who are willing to put veterans to work, not to do TAP training but to put veterans to work. I have chatted with some of them and they put veterans to work and I'm in favor of that. That's where we're all headed.

At this point I will stop, Mr. Chairman. Thank you for the opportunity and at the proper time I will be happy to answer any questions.

[The prepared statement of Mr. Hubbard appears at p. 131.]

Mr. PENNY. I have one quick question. Those statistics were quite interesting. Do we have, however, an indication of whether other variables may have been at play to account for the disparity between the time it took to get a job and the average salary of that job? Are TAP participants more likely to have received certain technical training during the service than the non-TAP servicemembers with a lesser level of training? I'm just trying to see if maybe there were some other variables that might be a factor in determining who goes to the TAP sessions and who doesn't, or are the two population groups relatively similar in terms of their general characteristics?

Mr. HUBBARD. That's an interesting question, Mr. Chairman, and I'm certain there probably are some variables that were in play here. I was not privy to the source of the information other than the final figures. I can tell you——

Mr. PENNY. The final figures are quite telling. A $3,500 differential is nothing to sneeze at.

Mr. HUBBARD. That's exactly right.

Mr. PENNY. That's a compliment to the program. I think we will pursue the statistics and see if we can't determine some other characteristics of the TAP participants as opposed to those that for some reason decided not to enroll in the those sessions. Nonetheless, I think those are quite helpful. I appreciate you bringing it to our attention.

Mr. HUBBARD. Thank you, Mr. Chairman.

Mr. PENNY. Mr. Gaffney.

STATEMENT OF JONATHAN GAFFNEY, NATIONAL LEGISLATIVE DIRECTOR, AMVETS

Mr. GAFFNEY. Thank you, Mr. Chairman. I appreciate you having AMVETS here this morning. I will keep my comments very brief, since you do have our statement for the record.

We urge this subcommittee, if you can, to accomplish possibly the single most important task in the establishment of a comprehensive, workable program of transition assistance, and that is to delineate, at a minimum, the one singular authority to plan, coordinate, organize, implement, publicize and monitor transition assistance.

One recurring theme throughout our meetings with the services, agencies and departments involved with the provision of transition assistance—and over the past 2 months we've had many meetings—is that, in the words on one DOD representative, there is nobody in charge. While we do not want to assume the worst, we feel that without somebody in charge, the responsible parties, their very best intentions aside, will waste countless days and dollars in coordination duplication, and just general turf battling.

As was stated earlier, the only group that will suffer under these conditions will be those members of the military who do need transition assistance. This request being made, we obviously realize that this subcommittee does not have the authority to appoint a transition assistant czar. We do hope, however, that you will appreciate the inherent inefficiency in establishing and operating such a program which currently crosses numerous bureaucratic boundaries on both the national and state level, or as told to us by one high-level official involved with transition assistance, an endeavor which he said was fraught with difficulties.

Thank you for having us. I would be happy to answer any questions you have.

[The prepared statement of Mr. Gaffney appears at p. 134.]

Mr. PENNY. Thank you for taking the time to be with us this morning.

Mr. Drach.

STATEMENT OF RONALD W. DRACH, NATIONAL EMPLOYMENT DIRECTOR, DISABLED AMERICAN VETERANS

Mr. DRACH. Thank you very much, Mr. Chairman.

I would like to comment on your questions to Mr. Hubbard regarding the statistics. I have not seen those statistics, but I am familiar with the CAP program out in California, the Career Awareness Program, which started a good while ago. There was very similar data. I don't know how comparable it is, but it was similar data that came out about the positive results of the CAP program.

In response to your specific question on the CAP program and the Navy out there, everybody went through it. It was mandatory for those that were going to be discharged. So whether or not the same type of situation occurred here, or whether there is disparity over who attended the TAP program—and I'm not really sure—we can provide you some information on the CAP program and the results of that.

Mr. Chairman, we basically are pleased with the concept of TAP and how it's been implemented, with some minor concerns. Our biggest concern really lies with the DTAP, the Disabled Transition Assistance Program, which regrettably, in our opinion, has taken a back seat to the TAP program. We are concerned also about how the Department of Labor and VA particularly, we think, have intentionally gone out of their way to keep the veterans service organizations out of the program.

In spite of the law and the mandate in the law that veterans service organizations be part of TAP, our role within this whole concept has yet to be defined. The Department of Labor has yet to

bring us in to meet with them and ask us what our role should be. And this is a good while after the initiation of the program.

Our major support, at least with the Disabled American Veterans, has been from the military and primarily the military installations at the local level. As a consequence of that support and cooperation—and again, in spite of the reluctance of the VA and the Department of Labor to allow us on the bases to do what we do—16 of our offices are currently severing 40 military installations. We are very proud of that involvement and we're very pleased with some of the things that we've seen going on there. We want to thank the branches of the military service who have supported us.

My prepared statement includes some information about some of the positive aspects of our services and some of the positive comments we have received.

Mr. Chairman, about 25 years ago I was a patient at Walter Reed, either a patient or I was on medical hold. I was there for about 4 months. During that 4-month period, I never saw anybody from the VA or any other agency to advise me on what benefits I might be entitled to, what might happen to me after I got discharged, or any other benefits at all.

Regrettably, I think we're repeating that experience today. We've got Persian Gulf veterans at Walter Reed right now who haven't seen a VA employee. We had Persian Gulf veterans that we stumbled across by accident several months ago who had been there 3 and 4 months and who knew absolutely nothing about what the future held for them, who were not able to file claims, who were not advised of their rights or their benefits.

I heard a very disturbing story yesterday about an individual currently in Walter Reed who has been retired but has not been given a DD-214 because he's on medical hold and he's been determined by the physicians to be terminal. He's going to die. The VA apparently—this is a story that was given to me late yesterday and I haven't had a chance to verify it—that apparently the VA has refused to file a claim on this individual's behalf because he does not have a DD-214.

I have also heard stories from Walter Reed that the VA employee assigned there cannot be found. Patients go down to the office where he's supposed to be and he's not there. Somebody down there says he's on the ward, so they go up to the wards looking for him and he's not there. We're not sure what's going on.

But we have an experience going on today being repeated, that went on 25 years ago with returning Vietnam veterans. If we don't do something about this, we're destined to repeat some of the same mistakes that were made with returning Vietnam veterans, particularly disabled veterans.

Most recently we came across some data that showed that disabled veterans continue to be out of the labor force at alarming percentages. It used to be, for the last 4 or 5 years, about 67 percent of the more severely disabled vets were out, and now it's up to 75 percent. I'm afraid that that's going to happen with Persian Gulf veterans and some of our more recently separated veterans, those that are currently in military medical centers.

Mr. Chairman, there is much more to talk about. I see that my time is up and I'll be happy to answer any questions. Thank you.

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[The prepared statement of Mr. Drach appears at p. 143.]

Mr. PENNY. Thank you, Ron.

Mr. Dupree.

STATEMENT OF CLIFTON E. DUPREE, ASSOCIATE LEGISLATIVE DIRECTOR, PARALYZED VETERANS OF AMERICA

Mr. DUPREE. Mr. Chairman and members of the subcommittee, it is a pleasure and personal privilege to appear today on behalf of the Paralyzed Veterans of America.

Over the years, providing counseling services, training and employment opportunities to the Nation's veterans and disabled veterans has proven to be a beneficial program for the Government, the private sector, and especially for the disadvantaged individuals needing assistance in job placement. Today, these programs are no less important and continue as one of the most significant benefits available to former military personnel.

The Department of Defense will greatly reduce the personnel strength of the U.S. Armed Forces over the next several years. In addition to the regular discharge rate, the increasing numbers of military personnel who will be separating from the Armed Forces raises the necessity of properly preparing for their transition to civilian status.

PVA strongly believes that all service-disabled veterans, regardless of their period of service, should receive permanent and foremost preference in employment training and job placement programs. The Disabled Transition Assistance Program, DTAP, should provide the transition assistance needed by military personnel who were eligible for service-connected disability compensation upon separating from the military service.

As a member of the Department of Labor's Advisory Committee on Veterans Employment and Training, PVA is concerned about the lack of appropriate funding by the administration for the Department of Labor to staff the Disabled Veterans Outreach Program specialists, DVOPs, and Local Veterans Employment Representatives programs at the state level.

Inconsistent funding due to arbitrary OMB cuts contributes to the difficulty of successfully conducting essential employment programs intended to serve the needs of all people.

PVA believes that in today's ever-changing job market, it is imperative that individuals who are separating from the armed services be provided with the very best in counseling and factual information to eliminate as many barriers to employment as possible.

This concludes my testimony, Mr. Chairman, and I will be happy to answer any questions you may have.

[The prepared statement of Mr. Dupree appears at p. 151.]

Mr. PENNY. Thank you.

Mr. Manhan.

STATEMENT OF BOB MANHAN, SPECIAL ASSISTANT, NATIONAL LEGISLATIVE SERVICE, VETERANS OF FOREIGN WARS OF THE UNITED STATES

Mr. MANHAN. Thank you, Mr. Chairman. The VFW very strongly supports TAP and we want to see it become a success.

We have three macro-management suggestions. One is that TAP be properly and fully funded in fiscal years 1992 and 1993. I know that's a big request because the moneys come in three different appropriation bills.

Our second suggestion is that the program be looked at now to ensure that we eliminate or reduce duplication as much as possible, and also to look out for gaps or omissions in the information we want to get to our departing servicemen and women.

The third suggestion, sir, is to make sure that the information, regardless of the media or the format used, is presented in an understandable, clear and concise manner. Said another way, the VFW would not want to see the handouts be in the format that the IRS uses sometimes, i.e. too technical.

On a more positive note, for a micro-management suggestion, based on all of the testimony presented today and last week by the people who form and are making the TAP policy, the VFW suggests that the Department of Labor take the initiative—because they are the primary agency for TAP—and call together a representative from the Department of Defense and a representative from VA and try to come up with a standard package or a "cookie-cutter" organization that has a given number of spaces or positions for the uniform services, VA, and Labor. If you're talking about a Marine base, five Marines; two or three VA people; and one or two DOL people might be needed. Then, under the space requirements list who is going to be responsible for what.

The VFW's written statement used the word "Employment" in capital letters because we feel this is the most important topic that will be presented. We think Department of Labor must take the lead in ensuring that their people, the experts, are available everywhere to present the employment information.

This summarizes our position, Mr. Chairman. I would be very glad to answer any questions. Thank you.

[The prepared statement of Mr. Manhan appears at p. 154.]

Mr. PENNY. I thank all of you for your testimony. I frankly don't have questions at this point, but I do want you to know that if you haven't already been brought into the loop in terms of this proposed summit, I personally intend to do what I can to make sure the service organizations are invited and, in fact, involved in that summit session.

I would hope that some of the particulars about these coordination concerns between what the services are doing and what the Employment Service office should be doing can be addressed at that summit, so that that can then be brought back to this committee for its consideration.

I appreciate as well your highlighting the statistics on the benefits of the TAP program. Those are the kinds of numbers that really will help us to sell this program with our colleagues around here. I think one other area that we're going to need to look at is servicing those smaller bases that fall through the cracks, and then as requested by Mr. Dupree and Mr. Drach, perhaps a little more focus brought to the disabled veterans, the program, and how we might be able to guarantee that those particular veterans aren't falling through the cracks, as unfortunately has been the case in the past. We don't want to repeat that mistake.

So continue to work with us on some of those specific questions and then I'll do what I can to make sure that you're all invited to that summit discussion, because I think that's really going to be a valuable session. I think we have already achieved a great deal in terms of bringing the DOL and the DVA and the DOD together in getting the TAP program implemented as we intended, but clearly, as we go beyond that and look at the transition from folks to the Employment Service office after they're discharged, that we probably have to do more in that area, to transfer information and to coordinate those efforts. Otherwise, we're not going to be doing all that we ought to do for the veterans.

Mr. Hubbard, you look like you have something on your mind.

Mr. HUBBARD. Yes, Mr. Chairman. I would like to respond to your initial comment about the summit.

I can tell you that I have already been approached by the chair of the Veterans Affairs Committee of ICESA concerning attendance at this thing, so the process is underway. I would compliment them for putting it on the front burner and for taking the initiative to get it going.

Mr. PENNY. Again, I want to thank all of you for your participation this morning. With that, the committee stands adjourned.

[Whereupon, at 11:25 am., the subcommittee adjourned.]

APPENDIX

Statement of Christopher H. Smith
July 18, 1991
Subcommittee on Education, Training and Employment

Thank you, Mr. Chairman.

Today's hearing will examine the progress in implementing the Transition Assistance Program (TAP). With the expected downsizing of our armed forces in the coming years, this program will continue to be especially important in making certain that the men and women who have served in defense of our country are afforded the best possible opportunities in their future endeavors.

Mr. Chairman, as you know, the Transition Assistance Program began as pilot program in 1989 and was fully authorized last year as part of the Defense Authorization bill for 1991. This program is designed to provide members of the armed services who are within 180 days of separation from their service with counseling regarding their future civilian careers. In particular, the TAP is designed to provide servicemembers with the information and skills needed to maximize the abilities they have acquired while serving in our military as they enter civilian life. Through joint efforts by the Departments of Labor, Defense and Veterans Affairs, the Transition Assistance Progtam program should greatly ease the often difficult adjustment from military service to the civilian sector.

Mr. Chairman, the recently concluded Persian Gulf War demonstrates the importance of maintaining the highest quality of personnel in our military. In order to insure this high quality, we must do all that can be done to insure that military personnel are able to successfully make the transition to civilian life. With the easing of East-West tensions and the accompanying drawdown of our troop levels, the need for a Transition Assistance Program will be crucial in the coming months and years.

Again, I want to thank you, Mr. Chairman, for holding this hearing today. I look forward to hearing from our witnesses today on the progress of the implementation of the TAP.

Thank you, Mr. Chairman.

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Congressman Cliff Stearns
Subcommittee on Housing and Memorial Affairs
July 18, 1991

I want to thank the Chairman for calling this Subcommittee meeting today. I also want to commend him for his speedy action in bringing these four pieces of legislation before the Subcommittee for mark-up.

Today we will be voting of four pieces of legislation. The first is H.R. 939, of which I am a cosponsor. This bill would extend the guaranteed VA home loan eligibility to certain members of the Reserves and National Guard who have completed at least 6 years of service. Guard and Reservists members already receive life insurance, education and employment benefits. After the passage of this legislation, they would also be eligible to the housing benefits that they deserve.

I am also supportive of H.R. 1384, establishing a 2 year pilot program on Adjustable Rate Mortgages; H.R. 2771, which would remove the attorney fee limitation in loan guaranty indebtedness cases; and H.R. 1624 which would establish a monument in Washington, DC to honor World War II veterans.

Hearings were held on all of these bills in this Subcommittee. The veterans organizations who testified expressed favorable comments on all four of pieces of legislation, and I am confident that their passage would provide valuable services to thousands of veterans.

Again, I thank the Chairman for bringing this legislation before the Subcommittee today.

STATEMENT OF
THOMAS E. COLLINS
ASSISTANT SECRETARY FOR
VETERANS' EMPLOYMENT AND TRAINING
BEFORE THE
SUBCOMMITTEE ON EDUCATION, TRAINING AND EMPLOYMENT
COMMITTEE ON VETERANS' AFFAIRS
UNITED STATES HOUSE OF REPRESENTATIVES

July 18, 1991

Mr. Chairman and Distinguished Members:

Thank you for the opportunity to appear before you to report on our implementation of the Transition Assistance Program (TAP) as established by the National Defense Authorization Act for Fiscal Year 1991, Public Law 101-510. I am accompanied today by Major William Crews, on detail to the Department of Labor to assist in the implementation and expansion of TAP.

Under the Act, the Secretary of Labor, in conjunction with the Secretaries of Defense and Veterans Affairs, is required to establish a program for members of the armed forces who are within 180 days of separation, and their spouses, to furnish counseling, assistance in identifying employment and training opportunities, help in obtaining employment and training, and other related information.

As required by the Act, we entered into a Memorandum of Understanding (MOU) with the Departments of Defense and Veterans Affairs on January 2, 1991. This MOU recognized the Department of Labor as having the leadership for the development and delivery of TAP and Department of Defense as having logistical control. Of equal importance was the agreement of the three departments to work together to ensure efforts were coordinated and not duplicated.

I am pleased to report that we are rapidly approaching full development of TAP. We are currently working with the Office of Personnel Management concerning a series of job fairs to be held this fall and hope to become more active in this arena next year. Further, we are contracting with Department of Defense to jointly develop a delivery mechanism for the wide array of information which is not obtainable through DOL's labor market information systems. We are looking for more timely detailed and meaningful information on the cost-of-living than was available in the TAP pilot.

Before expanding TAP, we examined the experience at the pilot sites in an attempt to replicate our successes there. Two principles became evident. First, TAP sites should only be opened when all partners are involved in the program voluntarily, without promise of additional resources. Second, the workshops at each new site must be of the highest quality.

Keeping these principles in mind we have developed a four-part strategy for expansion. First, we decided to concentrate on those States where the largest share of uniformed military are stationed. Within those States, the focus will be on those installations with the greatest number of standard separations and retirements. This prevents a numerical bias towards basic training installations due to their large number of entry-level discharges. Second, we expanded to those installations where both the Employment Service and the installation had expressed a desire to establish a TAP site. Third, we have placed strong emphasis on development of a quality program. Finally, we decided that the expansion would be a measured, orderly one. While we were willing to decentralize the operation of TAP sites, the expansion plan is to be firmly controlled from VETS' National Office.

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As a preliminary step, I have issued a Veterans' Program Letter establishing TAP as a mainstream VETS program implemented through the National Office's Director of Field Operations. Each echelon of VETS is involved in the program administration and monitoring. Regional Administrators for Veterans' Employment and Training (RAVETs) are charged with site visits to each of the sites in their regions on an annual basis. In many cases, the RAVETs are charged with negotiating the activation of TAP sites in lieu of representatives from the National Office. The key person in the current organization is the State Director for Veterans' Employment and Training (DVET). The DVET is charged with quarterly site visits, mediating and resolving disputes and with selecting the best qualified Employment Service personnel to be workshop facilitators.

In order to prepare our field staff for this additional challenge, a three-day training conference on TAP was conducted June 4-6. This conference acquainted all DVETs who will eventually supervise a TAP site and all RAVETs with program organization and goals.

For the long-term success of TAP, the most important decision made was that of commitment to quality. The most frequent criticism leveled against TAP workshops in the pilot states was the need for increased presentation skills training. In our pre-expansion planning we took this into consideration. We were insistent that our workshop materials be of the highest quality, that those personnel chosen to be workshop facilitators were the best the State Employment Security Agencies (SESAs) had to offer, and that our workshops be of the best possible quality consistent with resources.

To improve facilitator presentation skills, we turned to the National Veterans Training Institute to design, based on VETS' guidance, a 5-day program to train TAP workshop facilitators in the basics of presentation skills. The course is an intensive, competency-based program of instruction involving five formal evaluations: three graded presentations, a graded comprehensive examination on workshop materials and instructional techniques and an evaluation of the students' ability to work as a member of a team.

This course has been a resounding success: the initial schedule of eight classes has been expanded to 14 in order to accommodate demand. As of June 30, 80 Employment Service and 45 Defense or Veterans Affairs personnel have received the training in a total of seven sessions, six at NVTI and one conducted at a field location. An additional eight classes are scheduled for First Quarter, FY 1992. The United States Air Force has contracted with NVTI to conduct four classes composed entirely of USAF personnel from both the continental United States and from overseas.

Critical to the success of a TAP site is the professional relationship between the partners. Recognizing this, a concurrent purpose of the course is team building for new TAP sites. A typical class consists of 20 students drawn from the SESAs, Department of Defense and the Department of Veterans Affairs who have been tasked to act as workshop facilitators at the same bases. We have found that the stressful format of the course builds a rapport between the students that would be difficult to otherwise reproduce.

Two ancillary benefits of the TAP Trainer's Course have been the development of an instructor's manual and a standardized workshop format. The instructor's manual provides the workshop facilitator with lesson plans, workshop exercises and transparencies for an overhead projector. As the TAP Trainer's Course format centers around the conduct of a generic TAP workshop, a model workshop format was developed. This format, with minor modifications, has been adopted by most new TAP sites.

From all field reports, this training, standardization and quality assurance program are producing dividends. Student evaluations are overwhelmingly positive.

The TAP Trainer's Course should also be viewed in the context of a comprehensive quality assurance program, the keystone of which is instructor evaluation. The first step is selection. The DVET selects instructors from among SESA candidates recommended by the State Employment Security Administrator. Skills training and an initial formal evaluation occurs when the candidates attend the TAP Trainer's Course. The ASVET is notified by NVTI of any candidate who does not satisfactorily complete the course. Finally, the DVET is charged with viewing a TAP workshop at each site once per quarter. As part of this monitoring visit the DVET will evaluate the performance of the instructor.

Responding to Congressional concern that TAP not interfere with the delivery of services to veterans, we have introduced team-teaching to TAP. This concept pairs Employment Service representatives with personnel from the installation to make more facilitators available during the workshop sessions. We also rely heavily on guest speakers from local businesses to present subjects on which they are expert. Additionally, we will use a limited number of part-time contract facilitators in the next fiscal year to augment TAP facilitators in order to quickly expand TAP to respond to the imminent Defense drawdown.

Program evaluation, as mandated under Public Law 101-237, is underway using a contractor-developed evaluation plan. Clearance for the participant survey was received from OMB on June 6. Contacting and interviewing former TAP participants should begin in August.

The primary purpose of the evaluation is to assess the effectiveness of the program as a whole. The research questions provide a framework for measuring the effectiveness of TAP in meeting its mandate, its impact on program participants, and benefits achieved in reducing unemployment compensation costs.

A survey instrument to collect data on post-service employment, earnings, and amount of unemployment compensation has been developed. Its design is based upon a model used successfully in support of numerous job-readiness and placement programs.

The evaluation will collect data from individuals who participated in TAP and California's Career Awareness Program (CAP) during the period of May through August 1990, and a comparison group composed of individuals who separated from the military during the same time period and from the same locations. We believe empirical evaluation will show many positive impacts from this program. I will report the findings of the evaluation to you in May 1992.

We also began implementation of a comprehensive Disabled Transition Assistance Program (DTAP). In February, our staff representatives, at the request of the VA, met in conference to determine the future structure of the DTAP. We examined the demographics of veterans applying for VA disability compensation and the military services' medical separation policies. We realized that by focusing DTAP only at major military medical centers we were, in fact, missing large numbers of separating servicemembers with a rateable VA disability. We also concluded that separating disabled servicemembers were in similar need of receiving job-search assistance as other TAP recipients. As a result, DTAP was re-defined as an informational and educational program designed to enroll potentially disabled veterans in the VA disability system up to six months prior to separation. To this end, we have decided that each TAP site will, where feasible, have a DTAP module. In turn, each currently operating DTAP site will offer the same level of pre-separation employment assistance as a TAP site. Execution of this program has varied

with installation. Clearly one of our primary goals for the remainder of this year and into the future will be to enhance services to be provided to separating disabled servicemembers.

Following our strategy of measured, orderly expansion we have expanded TAP from 15 sites in the 7 pilot States to a total of 50 currently active sites. Additionally, we have taken the preliminary steps to ensure that 30 more sites will be operational by the end of the fiscal year. As of June 30, we have conducted 326 workshops and served 16,543 separating servicemembers this fiscal year. Over 96% (15,910) attended the entire workshop. As a footnote, 21 of the 50 current sites reflect the merging of CAP into TAP. The number of attendees is lower than anticipated due primarily to the cessation of DOD separations brought on by the Gulf War which reduced attendance from September through March. We have not been able to keep pace with the surge in separations since the "stop-loss policy" was lifted. Next fiscal year we hope to expand to a total of 168 sites and conduct over 1,200 workshops.

TAP could not be successful without its partners. This past year, through both the pilot program and the initial phase of the expansion plan, the State Employment Security Agencies have responded with great enthusiasm to our request to provide TAP to military bases. They have contributed resources beyond requirements and have willingly taken on many additional responsibilities to make the program a success. Further, they have exhibited to separating servicemembers the strong and continuing commitment of the Employment Service to veterans as they pursue employment after separation.

From the Department of Labor's perspective, cooperation and coordination with the VA has been superb at all levels. Representatives of the Veterans Assistance Service are involved at all sites. The Vocational Rehabilitation and Counselling Service is represented at most sites. Even prior to the additional hiring authority received by the VA by way of DESERT STORM legislation, the VA had clearly placed TAP as a top priority. VA personnel are being scheduled to attend the TAP Trainer's Course and are participating in the field as full members of the TAP team instead of viewing themselves on the periphery as occurred during the pilot.

Our relationship with Department of Defense has developed into a mutually beneficial one. By working to our respective organizational strengths we are producing a synergistic partnership which is providing quality service to the new veteran and is cost-effective. DOD has contributed resources-in-kind to TAP in terms of facilities and manpower. We are also cooperating with DOD by using the Transition Opportunities System (TOPPS) as a delivery means for the information we are required by statute to provide. We have consolidated the production of data for the Civilian Occupation and Labor Market Information System (COLMIS), with a delivery system being developed by the DOD Training and Personnel Data Center.

In addition to developing stronger ties with the Department of Defense, we have also developed relationships with each of the uniformed services because of the unique nature of each service, the geographic distribution, and differing means of approaching the needs of separating servicemembers.

The Air Force has been our earliest and most ardent supporter. Currently nineteen of the fifty installations we serve are Air Force. Their cooperation and assistance has allowed us to program sites at remote installations in four states which otherwise would have not been serviced. The Marine Corps has also cooperated greatly in establishing and supporting TAP sites which now serve eight Marine Corps bases. Activation of additional sites later this fiscal year at Parris Island, South Carolina, and Yuma, Arizona, will result in providing TAP to all major Marine Corps troop installations. Apparently due to resource constraints, program delivery at most of the eleven Navy

installations now offering TAP is performed exclusively by DOL. Despite this constraint, the Navy has provided the lead in the transition process in certain areas of the nation such as Southern California. We have established an effective working relationship with the Army at those nine Army installations hosting TAP. There, we have found TAP and the Army Career and Alumni Program are complementary and have established good working relationships.

Finally, I would like to add a word about the less visible and acknowledged partner in TAP: the veterans' service organizations. The veterans' service organizations have been valuable partners at TAP sites, helping facilitate workshops and providing other important services.

In summary, this has been a very productive year for the Transition Assistance Program. Much has been learned about the operational aspects of TAP, but perhaps most importantly, we have entered into a very cooperative arrangement with DOD, VA and the States. I believe I can say we were all more than a little apprehensive undertaking this extensive and critical program during a period of increased public interest in Defense manpower issues. Because of the vital nature of TAP, all partners involved have cooperated extensively.

Thank you for the opportunity to appear before you today. I will be pleased to answer any questions.

STATEMENT

OF THE

ASSISTANT SECRETARY OF DEFENSE

FOR

FORCE MANAGEMENT AND PERSONNEL

HONORABLE CHRISTOPHER JEHN

HEARING BEFORE THE

SUBCOMMITTEE ON EDUCATION, TRAINING,

AND EMPLOYMENT

HOUSE COMMITTEE ON VETERANS' AFFAIRS

TRANSITION ASSISTANCE

JULY 18, 1991

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Good morning Mr. Chairman and members of the Subcommittee. It is my pleasure to be here with you today to discuss the important and timely subject of Transition Assistance.

INTRODUCTION

At the outset, I wish to thank you, the members of this Subcommittee, and your staff for your continued interest in and concern for the welfare of our men and women in the service of our country.

A little over a year ago I had the opportunity to testify to the Senate Armed Services Committee as we began the process of providing transition services to our separating personnel. We had as our goals, then, to plan a drawdown of our Armed Forces that maintained readiness and combat effectiveness while maintaining the quality of life of our people; to maintain a balanced personnel mix -- paygrades, experience, and occupations; to sustain military and civilian career satisfaction -- ensuring the continuance of challenging, rewarding opportunities; and to treat departees with fairness by providing severance pay and transition assistance benefits. I am proud to report back to you that we have met and exceeded these goals.

Under Operation Transition, we have developed a core of programs to aid our military and civilian personnel in transitioning from DoD into the private sector. I consider Operation Transition to be one of my top priorities. Today, I will be presenting a summary of the key elements.

BACKGROUND

During the past year, we have been hard at work defining and implementing programs to serve our transitioning military and civilian members. Starting on a playing field where conditions varied from installation to installation and Service to Service, the Military Services and my office have worked together to define a core program that meets the requirements of the National Defense Authorization Act for Fiscal Year 1991, Public Law

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101-510, and meets the needs of our separating personnel and their families. We are also working closely with the Department of Labor (DoL) and the Department of Veterans' Affairs (DVA) to build on their labor market exchange functions assuring that assistance will be available to all separating Department of Defense (DoD) personnel, and where appropriate, to their families.

Using available computer technology, we are developing a resume data base for voluntary referral to private sector companies, organizations, state employment services, and other civilian entities. For publication of job and training opportunities a computerized electronic bulletin board is being developed. Finally, a decision information tool to explore career, training, and geographic/relocation information will be made available, along with a personalized occupational and training verification profile. These transition services will be available for all personnel leaving the Service, not just those involuntarily separated.

For those involuntarily separated there are additional benefits such as extended commissary and exchange benefits, employment preference in nonappropriated fund instrumentalities, extended health care, continued use of military family housing, excess leave or permissive temporary duty to facilitate their transition to private sector employment and relocation activities, priority in affiliating with the National Guard or Reserves, expanded travel and transportation allowances and services, extensions in Department of Defense Dependent schools until school year completion, and an additional opportunity to enroll in the Montgomery G.I. Bill. I can report to you that, today, the fundamental policy for these benefits is in place. We are now working closely with the Military Services to integrate these benefits into operational programs.

The development of the fundamental policies required a lengthy, but necessary, deliberative process to define a key definition: the "involuntary" separatee. We recognized this

requirement when we began to implement the provisions of Public Law 101-510. Seeking the fairest and most equitable solution which met Congress' intent while adhering to established DoD policies, we worked with the Services to reach a consensus. This process took time. The final solution defines an involuntary separation as a Service member who was on active duty or full time National Guard duty on September 30, 1990, and subsequently denied reenlistment or involuntarily discharged under other than adverse conditions. A member must separate involuntarily under honorable conditions. The differences in eligibility between officers and enlisted are not substantive, but only reflect the basic differences in types of discharges for each category.

The delay in defining this term has resulted in some Military members being separated prior to the availability of the intended transition services and benefits. The Secretaries of the Military Departments will make every effort to ensure that the individuals in this category are identified and notified of their eligibility.

Our outplacement assistance services are available to all separating personnel and their spouses. We have proceeded with the idea of partnerships in mind. This idea has allowed us to capture the recent success of Operation Desert Shield/Desert Storm, resulting in a publicity campaign where employers are eager to use their resources to reach out to departing DoD personnel. Capitalizing on the Washington, DC area and its advantages we have contacted the national headquarters of several large business and industry associations and promoted DoD's outplacement ideas. They in turn have promoted the program within their membership, which in some cases amounts to well over 6,000 employers. We also are receiving calls on a daily basis from employers who, under their own initiative, are attempting to fill job vacancies with separating DoD personnel.

A cardinal tenet in developing a core program was that there would be relative uniformity of services and assistance among the Services. Nevertheless, we allowed some necessary flexibility for each Service to modify the programs to fit specific needs. In addition, the Services can decide where and how the programs are provided. They will be providing more detailed information on their individual Service implementation.

You called me here today, though, to testify on specifically what has been done in the areas of preseparation counseling, employment assistance, and the Montgomery G.I. Bill. Permit me now to tell you all we have accomplished to date.

PRESEPARATION COUNSELING

In regard to preseparation counseling, the Secretaries of the Military Departments are establishing programs to ensure that everyone discharged or released from active duty receives appropriate counseling and that the availability of such counseling be certified in the individual's official record. The counseling will include financial planning, counseling on the effect of career change on individuals and their families, procedures for and advantages of affiliation with the Selected Reserve, discussions on the educational benefits under the Montgomery G.I. Bill, and information concerning Government and private-sector programs for job search and job placement assistance to include job placement counseling for the spouse, information on the availability of relocation advice and other services available through the DoL Transition Assistance Program (TAP), and information concerning medical and dental coverage availability to include the opportunity to obtain a conversion health policy if eligible.

Medically separated personnel will receive additional information on compensation and vocational rehabilitation benefits to which they may be entitled under laws administered by DVA. We are working with DVA to insure copies of service medical records of these individuals, with their consent, are forwarded to DVA within 60 days of separation. Apparently there have been prob-

lems with the transfer of medical records in the past and we intend to reemphasize the importance of this administrative function.

A generic preseparation counseling guide is in the final stages of development and will be made available to the Services to supplement their existing separation counseling efforts. This guide will also ensure all exiting military personnel will have some level of consistent preseparation counseling available. "Once a Veteran," an existing publication jointly developed by the Department of Veterans' Affairs and DoD is being updated to include transition issues and will also provide essential information concerning veterans benefits.

EMPLOYMENT ASSISTANCE: DEPARTMENT OF DEFENSE

Employment assistance in the Department of Defense is being accomplished through various collaborative and cooperative initiatives among the Office of the Secretary of Defense, the Military Services, the Department of Labor, and the Department of Veterans Affairs. Our employment assistance philosophy is based on facilitation and empowerment.

DoD transition services are directed toward providing on-site assistance to active duty military personnel and their families, whether here in CONUS or overseas, in the months prior to their departure from military service. They are also geared to meet the "irregular" working hours of many of our military personnel.

DoD relies on DoL's Veterans' Employment and Training Office to conduct the Transition Assistance Program seminars and encourage separating personnel to follow-up with local Employment Service personnel for job placement services. These seminars are one means by which we provide the needed link between separating military personnel and the Employment Service. Another is the link which many DoD transition centers have with the local state employment service office. On an ongoing basis, personnel who have separated then use the state employment service. We are also encouraging employers who contact us with job vacancies to contact their local state employment service. DoD is extremely pleased that both DoL and DVA have expended so much time and

effort in creating, adjusting, implementing, and expanding TAP and DTAP sites throughout the United States during the past year. It is truly a partnership characterized by a "can-do" attitude.

A common problem that has faced employers when attempting to hire a former Service member is how to verify the individual's training and experience. Too often, when an employer attempts to verify an individual's training or experience he finds that the people who may be able to verify the training or experience have been transferred. In response to this and Public Law 101-510 we are developing a Verification of Military Experience and Training document. With notification that an individual is separating from active duty, the Training Performance and Data Center will generate a Verification document for the Service to distribute to the individual. The document will contain the individual's experience and training history, recommended college credit information and civilian equivalent job titles. The document will be verified and signed by the individual's personnel officer for use as supporting documentation in the job search process, as well as, negotiating credits at schools, and obtaining certificates or licenses. Ideally, the document will be requested up to 180 days prior to separation. Delivery to the individual should occur within 2 weeks of the request. We are expecting this service to be available to enlisted Service members in October of this year and for officers by April 1992.

The bulk of DoD employment assistance will occur in an already existing infrastructure in the family centers with the exception of the Army which is implementing the employment assistance function through Job Assistance Centers (JAC). The location for our employment efforts was chosen based on the fact that the family centers already provide spouse employment assistance and the expertise was in place. The transition assistance function is a natural course of expansion for the family support system.

The DoD transition assistance program is a system of transition counselors who we are providing with additional tools to aid an individual in obtaining employment in the civilian sector. These additional resources include the verification of military experience and training document, as described above, and other resources at the base education office, library, civilian personnel office, state employment office, the Chambers of Commerce, and all entities who can assist separating DoD personnel find productive jobs.

One of the tools which will be available in the transition center will be the the DoD Job Opportunity Bank Service (DoD JOBS) Resume Registry. As a voluntary program for separating personnel, DoD JOBS has an automated capability to generate minimal resume information to civilian entities for employment purposes. The mini-resume, while not a complete resume, will provide enough information for employer follow-up with the individual. The individual will complete a short form consenting to release the information for employment purposes and then enter the data into a personal computer. The transition center will transmit the data directly to the Defense Manpower Data Center (DMDC) for processing into the master DoD JOBS data base. Employers with job vacancies will call a 900 telephone number, indicating the types and locations of vacancies available, and receive mini-resumes back either by fax or mail.

While the resume registry program fits a number of individual and employer needs, it does not address the entire spectrum. As a supplement to the DoD JOBS, the DoD Transition Bulletin Board is being developed. This electronic bulletin board will be available to the Service transition offices, where it may be accessed by an individual or counselor either in printed form or by personal computer. It will provide various types of transition information to Service members, DoD civilians, and spouses. Employers may place employment advertisements and business opportunities. State employment services will be highlighted as a continuing source of expertise and personal assistance, and other

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employment data bases such as the Noncommissioned Officers Association and The Retired Officers' Association may list information about the employment services they offer. The Transition Bulletin Board will also: allow states to provide information on opportunities and veterans services; allow military and civic associations to post information on their organizations; advertise training seminars such as DoL/DVA sponsored TAP/DTAP seminars; post job fair announcements; and display other announcements pertinent to DoD transition. The Resume Registry and the electronic bulletin board will be available for use in September of this year.

Another centralized automated program we are developing is called Transition Opportunities (TOPPS). In conjunction with the Department of Labor we are designing a user-friendly, on-line program to assist separatees in assessing and planning for life in the civilian sector. The program will include career options, training and education opportunities, information on National Guard and Reserve openings, and geographic/relocation demographics taken from the Civilian Occupational and Labor Market Information System (COLMIS). TOPPS will be available via a personal computer and a toll-free modem call from installations around the globe in late 1992.

In our development of these programs we have worked with the Services to address their concerns, while also presenting our ideas to employers, educators, associations, etc., as we have had the opportunity. The resounding reply has been, "Where do we sign up?" All participants have been very helpful in shaping the program to fit their needs while recognizing some of the constraints imposed by the military life style. A multitude of organizations, associations, and employers are anxious to be a part of Operation Transition.

In addition to the opportunity for civilian sector employment involuntarily separated Military Service members and their spouses are granted a one-time employment preference in Nonappropriated Fund Instrumentalities.

EMPLOYMENT ASSISTANCE, JOB TRAINING ASSISTANCE, AND OTHER TRANSITIONAL SERVICES: DEPARTMENT OF LABOR

The successful readjustment of veterans into civilian life is a mutual responsibility and concern of the Departments of Defense, Labor, and Veterans' Affairs. As a part of Operation Transition, we have entered into agreements with DoL and DVA to expand pilot and ongoing outplacement and readjustment programs. All three Departments are committed to establishing and maintaining a program to furnish counseling, assist in identifying employment and training opportunities, insure awareness of veterans' benefits programs, and provide any other information that will ease the return of veterans to the private sector. In addition to the computer program discussed earlier, TOPPS, the Departments are cooperating on the Transition Assistance Program (TAP)/Disabled TAP (DTAP) seminars. These seminars are three day workshops providing Service members the skills and knowledge to assess their professional, technical, and vocational capabilities and interests, conduct job searches, develop resumes, and prepare for interviews. It also provides labor-market information specific to the individual's geographic choice and follow-up job placement resources through the Department of Labor's state employment service offices. Started as a pilot program in 1989, limited to at least five, but not more than ten states, geographically dispersed, it will now reach out to twenty-four states with more than 80 sites in operation or scheduled to be operational by the end of Fiscal Year 1991 potentially serving 1 million DoD personnel. The DTAP is a unique four-hour program for service members separated with a service connected disability. DTAP will be offered in conjunction with TAP and will provide one-on-one or small group employment/information sessions. I cannot overstate the level of cooperation we have enjoyed with DoL and DVA. Although the tasks have been difficult and differences of opinion have been evident, there has never

been a hint of doubt that we need to provide departing Service members and their families with information and knowledge that will make their adjustment to civilian life a successful one.

MONTGOMERY G.I. BILL

Empowering individuals with the tools to locate jobs is only one of the functions of the DoD transition assistance program. Some individuals will want to continue their education. As you know, the Montgomery GI Bill (MGIB) is an educational benefit provided by law that provides financial assistance to veterans and Service members wanting to return to school. Service members are enrolled upon initial entry on active duty, but may choose to disenroll, at that time, if they do not wish to participate. Enrollees have their pay reduced by $100 per month for 12 months. The current benefits amount to $10,800 for those serving on active duty three or more years, and $9,000 for those serving two years.

Approximately 74 percent of those eligible are enrolled. Those who chose not to enroll did so primarily because: they believed their careers in the military were secure and would last their entire working lifetime; they could not afford to pay the $100 per month for a year, many having other expenses in rearing young families; or they simply did not believe or understand that they had only one chance to sign up for this benefit.

Involuntary separatees, who previously elected not to participate in the MGIB, or who fall under the Veterans Educational Assistance Program (VEAP), shall be granted an opportunity to enroll or convert to MGIB before separating. To qualify for enrollment, Service members must be subject to involuntary separation that will result in an "Honorable" discharge on or after February 3, 1991, and have their pay reduced by $1,200.

In order to ensure appropriate uniformity within the Department, guidance for implementing the MGIB program for involuntarily separated Service members has been provided to the Secretaries of the Military Departments. Additionally, the Military Services have been tasked to provide an implementation plan regarding the MGIB transition benefits.

CONCLUSION

Reaching to the forefront of computing technology and human resources the Department has forged a new weapon which is capable of delivering to the civilian sector a drug free, trainable, disciplined, loyal, dependable, adaptable employee. We have laid down the fundamental policies and are integrating front-line programs within the Services to provide our transitioning DoD personnel with the tools they need to capture first rate employment. The total of our programs, including those of the Departments of Labor, and Veterans' Affairs, rival the best found in the private sector.

We will continue to fine tune Operation Transition with the Military Services and the Departments of Labor and Veterans' Affairs as well as other federal and private sector organizations. The real benefactor of this program is the deserving individual and in the long run the Department. A proven transition assistance program will allow us to continue to attract high caliber personnel and offer a challenging and rewarding career.

As stated earlier, we are developing the foundation of our assistance programs as partnerships. These partnerships are with the Departments of Labor and Veterans' Affairs, private and public sector industry, associations, educators and state governments. You have been instrumental in this endeavor and we appreciate your efforts on behalf of our Service members. I am particularly pleased about the eligibility changes recently enacted for separation pay; for the first time, regular enlisted members are now eligible for this pay. We are still concerned, however, about the need to expand unemployment compensation benefits to 26 weeks for involuntarily separated Service members.

I would be happy to answer any questions you may have at this time.

STATEMENT OF

D'WAYNE GRAY

CHIEF BENEFITS DIRECTOR

SUBCOMMITTEE ON EDUCATION, TRAINING

AND EMPLOYMENT

HOUSE OF REPRESENTATIVES

July 18, 1991

Mr. Chairman and members of the Subcommittee:

Thank you, Mr. Chairman, for the opportunity to appear today before this Subcommittee. I especially appreciate this chance to discuss VA's role in delivery of services and benefits to active military members and new veterans.

The hearing is called for the purpose of review and evaluation of the implementation of sections 1142, 1143, and 1144 of title 10 and section 1418A of title 38. However, we take the liberty of discussing also the broader efforts of the VA's Veterans Benefits Administration in implementation of our military services initiatives.

There is a long history of special, sometimes unique, and often successful efforts to bring VA's information and services to the active military. Likewise, various initiatives have been undertaken through the years to reach out to new (recently separated) veterans to assure their knowledge of VA programs and benefits, and to stimulate their use of entitlements. We will not, however, dwell on the history except to say that we have felt increasing concern through recent years as we have encountered difficulties making local resources stretch to fulfill our commitment to and with military installations and their people.

It was in that context that we approached the enactment of Public Law 101-237, knowing the potential resource requirements of TAP, the Transition Assistance Program, and DTAP, the Disabled Transition Assistance Program component of TAP. Notwithstanding those concerns, we made an early commitment to do our part and to serve as a full partner with the Departments of Labor (DOL) and Defense (DOD). Through the establishment and delivery of Pilot TAP in seven states and Pilot DTAP in three states, we have enjoyed our partnership, both nationally and locally, and have actively participated in the numerous programs delivered at participating military installations.

The pilot efforts have not been problem free, locally or nationally, but most of those problems have been standard start-up difficulties involving communications, roles and responsibilities, logistics, scheduling, and so forth. Over time, people have worked through the snags and have effectively come together to assure successful TAP and DTAP delivery.

The enactment of Public Law 101-510, the National Defense Authorization Act of 1991, brought with it both new opportunity and new challenge. Each of the involved Departments sought an expansion of transition services to military members pending separation or retirement. This Public Law opened the expansion door.

The overall mission of transition services delivery became even more important as the Persian Gulf conflict moved through its various stages. During the period of that Conflict, we continued to develop and maintain our role in the Pilot TAP initiative, but we also saw the servicemember participation level dip as active duty personnel pending separation or retirement continued on active duty. We were gearing during that time for a somewhat different role, recognizing the

continuing need for transition delivery but steeling ourselves for extensive casualty assistance, outreach and claims assistance in the communities and in military, and VA and private medical facilities in view of predicted combat injuries and deaths. The fortunate conclusion of the war enabled us to rededicate ourselves to military services in the more traditional sense.

Throughout this entire period, we have portrayed our efforts--past, present and future--as somewhat broader than the Transition Assistance Program alone. Rather, we have defined VBA's "military services program" as encompassing several key outreach efforts: Pilot TAP and DTAP, expanded TAP and DTAP, support to the Army's ACAP, ongoing presentations and counseling in the separation and retirement briefing programs, special outreach to Reserve and National Guard units, and various other military liaison activities (with military education, family services, community services, personal services, legal services, and other military entities).

This broader definition was established so that, from a policy and program management standpoint, we recognized the totality of our duties to individual servicemembers and the larger military communities. We understood that the core element of these duties was the delivery of our part of TAP and DTAP as authorized under Public Laws 101-237 and 101-510. Funding provided by Public Law 102-027, the Dire Emergency Supplemental Appropriations for Consequences of Operation Desert Shield/Desert Storm, has been of immense benefit as we have proceeded with our military services efforts, and especially as we proceed with the Departments of Labor and Defense in the expansion of TAP and DTAP delivery sites. A wide-reaching military services program is now on line.

Implementation has included the selection and designation of 65 full-time employees for assignment to the military services program. Fifty are assigned to the Veterans Services Program to support VBA's overall responsibilities to the total military community. Of these, 18 are working from locations remote from the regional office, but in specific proximity to large military activities. These staff are designated as military services coordinators, an outreach specialist position. The remaining 15 selected employees are counseling psychologists assigned to the Vocational Rehabilitation and Counseling Divisions. They directly support DTAP and other programs devoted to assisting military personnel being separated from active duty for medical reasons. Six of these counseling psychologists are outbased from the regional office.

Detailed policy guidance has been prepared and released to aid these special staff members in the performance of their duties and to guide their interaction with State Employment Service activities and military installations. To support their day-to-day operations, extensive briefing and information dissemination tools have been prepared and distributed including 35mm slide series, overhead/transparency packages, special fact sheets, lesson plans, and other items. Careful handling of the supplemental funds available have assured regional office support with payroll, relocation, equipment, travel, and other required items. Automation support to assist military services delivery is also a working priority. To lend additional strength and quality to these efforts, a specially designed training workshop was held in June for newly assigned Veterans Services Division military services coordinators. The Veterans Assistance Service conducted this training and presenters included not only VA representatives but also officials of the Departments of Labor and Defense and the military service departments. Topics covered a wide range of

programs including Reserve Affairs, Retirement Services, Casualty Assistance, and others. Participants also received extensive training designed to assist them in improving the quality of their public presentations including speeches, briefings, training sessions, and panels.

Supporting the quality goals for DTAP, military services coordinators under the Vocational Rehabilitation program have been scheduled to attend specialized training provided by the Department of Labor's National Veterans Training Institute.

Based on the Pilot and early expansion activities of TAP, and coupled with other separation and retirement or demobilization briefing activities, Veterans Services staff have during this fiscal year to date successfully accomplished 562 training or briefing sessions with military groups on VA benefits, programs, and services. These programs have reached 42,082 active duty personnel and have been followed by 7,134 personal counseling, claims assistance, or inquiry resolution interviews. Additional workload accomplishments are expected shortly and will add to these figures.

Mr. Chairman, I would like to discuss the Disabled Transition Assistance Program in a bit more detail. Public Law 101-510 expanded into a nationwide effort the pilot program of services to disabled servicemembers begun under Public Law 101-237. VA is working closely with the Departments of Labor and Defense to implement this expansion.

During the current fiscal year, VA will expand the number of regional offices providing DTAP services from the 3 under the Pilot program to 14. To manage this increased service delivery, VA is hiring the 15 new counseling psychologists already referenced.

The VA goal for disabled servicemembers is to have each attend a DTAP session with a VA counseling psychologist. We recognize that achievement of this goal may be limited by military operational necessity and the impossibility of placing a VA counseling psychologist everywhere a servicemember may be discharged. At a minimum, however, VA will place in the hands of every servicemember eligible to attend a DTAP session a comprehensive packet of material. This packet will describe VA benefits for disabled servicemembers and contain applications for these benefits.

To the maximum extent possible, only fully qualified and experienced counseling psychologists will make DTAP presentations. The Department of Labor's assistance to VA in arranging with the National Veterans' Training Institute to provide prospective DTAP presenters with a training seminar on presentation skills is very helpful. Given the skilled counselors assigned to DTAP and the presentation skills training they are receiving, we are confident that servicemembers will receive effective DTAP services.

VA has established expedited processing procedures to handle VA benefit applications which servicemembers attending DTAP sessions submit. In addition, Public Law 102-16 has permitted VA to extend its use of contract counseling and evaluative services. These changes in application processing and the expanded use of contract service delivery can greatly reduce the time it takes an individual to enter a vocational rehabilitation program and permit VA to timely provide educational and vocational counseling to separating servicemembers at a critical point in their lives.

A VA task force has identified the activities and has developed directives required to successfully implement DTAP on a

national scale. We continue to work on DTAP to further refine procedures and identify resources to ensure that our counseling psychologists have the best available tools and assistance to make effective DTAP presentations and to provide other needed services to separating servicemembers.

Moving to another issue, section 1142(c) of title 10, as enacted in Public Law 101-510, provides that in the case of a servicemember being medically separated or being retired based on disability, a copy of the individual's service medical records will be transmitted to VA within 60 days of separation or retirement.

For many years, a servicemember has had the opportunity to file a claim for VA benefits at the time of separation from military service. If the servicemember chooses to file a claim at the time of separation, his or her service medical records (SMRs) are forwarded to VA with the application for VA benefits. Each military service department has operating instructions for its separation points that explain how a compensation claim and the medical records are to be handled and to which VA office of organization the materials are to be referred. This long-standing policy applies to persons with medical profiles as well as those not involved in the physical disability evaluation process through the military.

Under the new law, 10 USC § 1142(c), and subject to the consent of the servicemember, the Department of Defense is now required to transmit to VA a copy of the SMRs of members who are separated or retired for medical reasons even if the servicemember does not file a claim for VA benefits. This provision was effective November of 1990.

VA is in the process of developing procedures with the various service departments for handling records transmitted without claims under the authority of 10 USC § 1142(a).

VA will soon issue a circular outlining regional office procedures for handling SMRs which arrive at regional offices without a claim. VA is also preparing VA Form 21-0171, Consent and Release of Service Medical Records, to be used by servicemembers as a consent form for release of their SMRs to VA.

I believe that when section 1142(c) is fully implemented it will significantly reduce the time it takes to adjudicate claims of involved servicemembers for disability benefits. Securing a veteran's SMRs from DOD, or the National Personnel Records Center, is currently the most common cause of delays in adjudicating disability claims. Under 10 USC § 1142(c), SMRs for medically discharged veterans will already be in VA's custody when a claim is later filed.

We must find a way to get the information from those records into our system more quickly, even if it means VA becoming the custodian for service and medical records of all veterans--not just those who are separated or retired for medical reasons. I feel that this change could enable VA to better carry out its mission of serving veterans and their dependents while permitting DOD to focus its attention on the needs of active duty personnel.

We also take this opportunity to comment on section 1418A of the same law. This new section was added to title 38 to provide an opportunity for certain active duty personnel to enroll in the Montgomery GI Bill before being involuntarily

separated from service. This provision is effective February 3, 1991.

Specifically, individuals who originally declined to participate or who were not eligible to participate may elect Montgomery GI Bill-Active Duty (chapter 30) benefits before separation if they are to be involuntarily separated from service. The Department of Defense is responsible for providing preseparation counseling and for obtaining this election before separation.

To be eligible, these individuals must have been on active duty on September 30, 1990. In addition, they must receive an honorable discharge due to involuntary separation after February 2, 1991. Also, before applying for benefits, such individuals must complete the requirement for a secondary school diploma, its equivalency, or 12 credit hours leading to a standard college degree.

We have no firm data on the expected number of servicemembers who will be involuntarily separated, and defer to the Department of Defense in that regard.

Overall, we want to assure you, Mr. Chairman, of our long-standing, continuing commitment to the men and women who are serving the Nation in the Armed Forces. During recent years, we have consistently expressed our sense that no outreach priority was more important than that to active duty members and new veterans.

These are our newest clients and they have significant information needs. They deserve to know how veterans benefits can assist them and their families in transition to civilian life.

We are grateful for the opportunity to work in this area and to form a partnership between the newest veterans and the Department created to serve them. We are equally appreciative to have Labor, Defense, the military service departments, service organizations, and a host of others as partners in the total effort to assist those who have served so well.

Mr. Chairman, this concludes my testimony. I will be pleased to respond to any questions you or the Subcommittee members may have.

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RECORD VERSION

STATEMENT BY

HONORABLE G. KIM WINCUP

ASSISTANT SECRETARY OF THE ARMY

BEFORE THE

SUBCOMMITTEE ON EDUCATION, TRAINING,

AND EMPLOYMENT

HOUSE COMMITTEE ON VETERANS' AFFAIRS

TRANSITION ASSISTANCE

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VETERANS AFFAIRS

STATEMENT OF THE

ASSISTANT SECRETARY OF THE ARMY

(MANPOWER AND RESERVE AFFAIRS)

Mr. Chairman and members of the subcommittee, I appreciate the opportunity to provide some information on the Army Career and Alumni Program (ACAP), the Army's transition program designed to ensure that members of the Army family are separated from the Army in a caring and structured manner.

Background

The ACAP concept was developed over a year ago as a part of our overall quality of life program which assures that a standard level of services and support programs is available to the total Army family, comprised of active duty and reserve component soldiers, civilian employees, and their family members. For quite some time, we have recognized the responsibility to separate soldiers and civilians with the same care and concern that we demonstrate while they serve. We view transition as the final phase in the life cycle of the soldier or civilian that begins when he or she enlists, is manifested through quality services provided during his/her tenure, and concludes when he or she departs; either voluntarily or involuntarily. In each case, every soldier and civilian should leave the Army with a marketable skill and equipped with sufficient knowledge of the tools needed to access the myriad of services and benefits that are available within the public and private sectors.

Long ago, we learned that we recruit soldiers, but we retain families. Surveys document that soldiers will not stay in the Army if their families are dissatisfied. Therefore, our programs are designed to meet the needs of the total family. We also recognize the important role our civilian families play in enabling the Army to accomplish its mission. We further realize that our retirees, and those persons who serve only one or two tours, are still a part of the total Army family -- for it is through the endorsement of many of these "alumni" that we are able to recruit and retain some of our best future soldiers and civilians. These factors were key elements considered when we developed ACAP as a comprehensive program for the total Army family; not just those who separate involuntarily.

As we prepared to meet the challenge of maintaining a quality force during downsizing, it became clear that we also needed to intensify efforts to prepare soldiers and civilians for unplanned and early separations. This challenge became our benchmark as we developed a strategy that would help our soldiers gain a competitive edge in entering the job market -- an edge that is well-deserved and essential -- because many of the Army military occupational specialties and some of the civilian occupations do not readily translate to comparable civilian occupations. Nonetheless, our alumni possess many sought after qualities, such as being well-trained, dependable, dedicated, and drug-free -- essentially the desirable qualities that every employer looks for in a prospective employee. By providing transition assistance to soldiers, the Army is simply living up to its pledge to "take care of its own."

General Comments

The Army recognized the need to establish a transition program prior to the passage of Public Law 101-510. We believed this program was crucial and required unconditional support from the Army leadership. We allocated $19.5M to establish the ACAP during Fiscal Year 1991. These funds were reprogrammed from other critical areas because we believed that the ACAP deserved to be among the top priority programs funded. It is this program that enables us to discharge our commitment and responsibility to prepare the soldier and family members for life outside the Army system.

The ACAP is a comprehensive network of programs and services that synchronize all installation and local resources available to assist soldiers, civilians, and family members to successfully transition to the civilian sector. The program objective is two-fold. First, it ensures that those eligible are fully informed of all benefits and entitlements prior to separation. Second, through a system of checks and balances, it ensures retention of quality personnel, especially those with critical occupational skills. It also enhances the Army image as a quality employer, while simultaneously enabling industry to benefit from a high quality labor force. Key components of the ACAP are the Transition Assistance Office (TAO) and the Job Assistance Center (JAC).

The Transition Assistance Offices, operated by general schedule employees, provide needs assessments, individualized transition plans, benefits counseling, and critical referrals to appropriate military, civilian and Federal service agencies. The Job Assistance Center is a contractor operated facility that provides job search preparation skills through seminars, workshops, and individual counseling. Job preparation includes small group sessions on resume writing, job interviewing skill development, salary negotiations, and networking. Although ACAP is not a job placement agency, it does provide job leads through the automated Army Employer Network (AEN). The Army Employer Network geographically lists registered employers who have expressed interest in hiring Army alumni. It also provides a nationwide listing of state employment agencies for possible placement referral. When feasible, the Army Employer network will tie into other local, state, and Federal job referral networks through cooperative working agreements.

Seven ACAP pilot programs have been operational since 15 January 1991. Since the return of troops from South West Asia and reversal of stop loss in March, we have provided transition assistance to approximately 5,000 Army personnel. This number includes services to active and reserve component soldiers, civilians, and family members. By the end of Fiscal Year 1991, we plan to establish a total of 61 transition assistance offices worldwide. Fifty-five of these offices will be collocated with a job assistance center. While attendance in these programs has been voluntary to date, attendance will be mandatory for involuntary separatees during Fiscal Year 1992 and each involuntarily separated civilian will receive a referral for voluntary participation, should they desire assistance.

We believe that the ultimate success of ACAP is dependent on our ability to build and sustain working relationships, to include partnerships, with other Federal and state agencies, industry, and educational institutions. We are working diligently to establish these relationships, and we are realizing a high degree of success. In this regard, we have established rapport and are working closely with the Office of the Secretary of Defense to develop and implement Operation Transition. In addition to sharing information about our program, we serve on their working committees and assist in developing policy and procedural guidance to implement Public Law 101-510. We are establishing ACAP

guidelines and policies to ensure that our transition services are of high quality and meet basic standards for uniformity, and comply with OSD guidelines. We plan to include the DoD's automated systems; the Resume Registry, and Transition Bulletin Board, Verifications, and Transition opportunities (TOPPS), in our centers when they become available.

Consistent with the DoD, VA, and DOL memorandum of understanding, we have established a close working relationship with these agencies. ACAP and VA staffs are receiving cross training and are sharing office space in several locations. Additionally, they are conducting joint briefings to soldiers, and they are developing joint procedures to ensure that their programs are meaningful and complementary.

We are working with the DOL to expand their TAP program at our installations. To date, TAP is established at seven Army installations. It provides a 3-day employment assistance workshop to soldiers within 180 days of separation. Army sites are Forts McPherson, Benning, Polk, Sam Houston, Eustis, and Monroe. A Disabled Transition Program (DTAP) is operating at Fitzsimmons Army Medical Center. ACAP and TAP are jointly located at Fort Polk, and this has proven to be a good marriage. Because TAP does not provide continuing services beyond the workshop, ACAP is able to enhance the training by providing follow on services to individuals and small groups who require more intensive assistance. When possible, we will collocate these offices on other installations as well. In addition to current TAP sites, we plan to establish eleven more programs by September 1991. These sites are Forts Drum, NY; Bragg, NC; Jackson, SC; Riley, KS; Carson, CO; Huachauca, AZ; Schofield Barracks, HI; Ord, CA; Lewis, WA; Richardson, AK; and Wainwright, AK. All indications are that ACAP and TAP/DTAP will function as an integrated service network and are fully complementary and non duplicative.

As I mentioned earlier, we are cognizant of the need to foster reciprocal working relationships and partnerships with other Federal and private agencies that offer programs to veterans. Although ACAP targets the active soldier population and provides pre-separation assistance, agencies such as Veterans of Foreign Wars, AMVETS and Vietnam Veterans Association provide similar services for veterans. These organizations have been briefed on the ACAP, understand its philosophy and objective, and they have expressed support for ACAP. They, like the Army, believe "you can't go wrong if you're doing what's best for your people."

We are diligently working to establish good relationships with a number of other organizations as well. Our goal is to synergize all efforts in support of transitioning personnel, minimize duplicative efforts, better utilize existing resources, and work jointly to ensure that what is best for our people is provided. To further our goals in this area, we have also contacted the Interstate Conference on Employment Service Agencies, Inc. and the National Alliance of Business Association. We believe the foundation has been laid to ensure a mutual working relationship with these agencies as well.

I am happy to report that the Army is successfully implementing partnership memorandums of understanding with states that express interest in hiring Army alumni and in providing supportive educational programs that will allow veteran soldiers to develop second careers using their vast work experiences to supplement specific training and/or licensing requirements. Our first memorandum of understanding is with the state of Florida; we are discussing similar memorandum of understandings with several other states. These states recognize the positive impact that military retirees and alumni can have on their economy, especially in the areas of teaching, medical support, and blue collar employment. In relation to teaching as a second career, the Army

has established a proactive program, complete with a toll free information line. During the first three week period, over 4,500 inquiries were received. With the anticipated success of this program, the Army's alumni will acquire rewarding and timely positions in our school systems and the Country will benefit from having first rate teachers in our public schools. We expect great things from these and future partnerships.

We believe we have made tremendous progress in implementing Public Law 101-510. We have established a headquarters level ACAP Division that operates under the US Army Total Personnel Command. In addition to the contract that is currently operating the seven Job Assistance Centers, we are in the process of letting a contract to operate an additional 51 Job Assistance Centers and expect this process to be concluded this month. To date, 219 employees have been hired to work in the Transition Assistance offices and Job Assistance Centers, and recruitment actions for the remaining 62 positions are in process.

Each soldier who separates receives some form of pre-separation counseling, and we are improving this process by: developing a separation checklist to be signed by the separates; providing training to our counselors, increasing our existing counseling capability by adding skilled counselors in the Job Assistance Centers, piloting a mobile job assistance office to provide services at small installations, and coordinating with local resources to make relocation and employment information available. We are devising a marketing plan that will tell the ACAP story internally and externally. Many of our marketing and advertising campaigns clearly demonstrate the parallel between Army and civilian occupations.

I am happy to report that the Army is implementing section 561 of Public Law 101-510. For soldiers selected for involuntary separation, notification of the opportunity to enroll in the Montgomery GI Bill will be through a letter automatically sent to all selected soldiers. This letter will advise soldiers of our mandatory counseling services for all selected for separation, of separated soldiers' priority for affiliation with the Reserve Forces, and of their opportunity to enroll in the Montgomery GI Bill if they haven't done so. It will also inform them of the opportunity to convert from the VEAP program to the Montgomery GI Bill, if they wish. All criteria for enrollment will be included in the notification letter.

In relation to verifying education and experience for departing soldiers, the Army is currently using the Army/American Council on Education Registry Transcript System (AARTS). AARTS is an automated system that provides enlisted soldiers and veterans with documentation of their military training, job experience, and selected educational achievements. These transcripts resemble college transcripts and contain the seal of Army and the American Council on Education (ACE). Transcripts are produced upon request from the soldier and mailed to colleges, education centers, or employers. They are issued automatically seven months prior to separation for use in education counseling. AARTS now serves three-fourths of the enlisted population, and will be expanded to serve all enlisted by Fiscal Year 1994. AARTS has served as the model for the three standard Department of Defense Verification of Military Training and Experience documents that are being implemented, on a phased basis, for all exiting military service personnel. The Verification document will be used primarily to verify skills and experiences to potential employers. The Army plans to incorporate the verification document when it becomes available.

We are developing a comprehensive Letter of Instruction (LOI) containing guidance for installations to use in implementing all components of this law, especially those for administering retroactive benefits. This Letter of Instruction, along with a

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letter to notify separated personnel of applicable benefits, will be released by 1 August 1991. Particular emphasis will be placed on establishing periods of eligibility for extended commissary and exchange use, possible extension in government housing, continuous enrollment in Department of Defense Dependent Schools, and retroactive medical services or reimbursement procedures. We are coordinating these instructions with our sister services and the Office of the Secretary of Defense to ensure uniformity. Additionally, feedback we are collecting from exit surveys, being completed by former ACAP customers, will be used to make needed program modifications.

The Army is complying with the requirement to transfer medical records to VA within 60 days. In most cases, soldiers receive counseling and are provided copies of their medical records before they separate. They are encouraged to take their records with them to VA when filing a claim. Official records are forwarded to VA immediately upon request. To date, we are not aware of problems stemming from nonavailability of records at VA regional offices. We will continue to monitor this issue to ensure compliance.

In closing, I would like to thank you for the opportunity to provide a status report on Army's transition initiatives. The Army is committed to providing quality services and programs for our departing soldiers, civilians, and family members. We ought to have these services available because it is the right thing to do. Each of the agencies that I referred to earlier has a distinct role to play in the transition process, and although our missions might overlap in some areas, they are not identical. it will take the combined and concerted efforts of all of us, working together in unity and harmony, to effect a smooth and quality transition network of services for these deserving individuals.

STATEMENT OF

MRS BARBARA SPYRIDON POPE

ASSISTANT SECRETARY OF THE NAVY

(MANPOWER AND RESERVE AFFAIRS)

TESTIMONY BEFORE THE HOUSE COMMITTEE ON VETERANS AFFAIRS

MR. CHAIRMAN, THANK YOU FOR THE OPPORTUNITY TO ADDRESS OUR EFFORTS IN IMPLEMENTING TRANSITION ASSISTANCE. SINCE PASSAGE OF THE 1991 NATIONAL DEFENSE AUTHORIZATION ACT LAST FALL WE HAVE TAKEN MANY SIGNIFICANT STEPS TO PROVIDE THOSE MEMBERS SEPARATING FROM THE NAVAL SERVICE WITH A COMPREHENSIVE PROGRAM FOR TRANSITION ASSISTANCE. OUR TRANSITION EFFORTS HAVE EMPHASIZED QUALITY SERVICE AND THOROUGH SUPPORT TO ALL OUR MEMBERS. WE HAVE MAINTAINED A CLOSE WORKING RELATIONSHIP WITH THE OFFICE OF THE SECRETARY OF DEFENSE (OSD), THE OTHER ARMED SERVICES AND SEVERAL FEDERAL AGENCIES TO ENSURE PROPER IMPLEMENTATION OF THE VARIOUS TRANSITION PROVISIONS OF THE NEW LAW. OUR PARAMOUNT PHILOSOPHY IS AND HAS ALWAYS BEEN "TAKING CARE OF OUR OWN." WE WELCOME THE CONCEPT OF TRANSITION ASSISTANCE WHICH MANDATES FAR-REACHING SERVICES MANY OF WHICH ARE NOT AVAILABLE IN THE PRIVATE SECTOR. ALTHOUGH WE HAVE NOT FULLY IMPLEMENTED ALL OF THE ELEMENTS OF OUR TRANSITION ASSISTANCE PROGRAM, I HAVE EVERY CONFIDENCE THAT THE NEEDS OF OUR SAILORS AND MARINES WILL BE PROVIDED FOR IN THE VERY NEAR FUTURE. MEANWHILE, WE ARE ALSO ENSURING THAT WE HAVE A COMPREHENSIVE PLAN TO TAKE CARE OF THOSE MEN AND WOMEN WHO HAVE LEFT OR WILL LEAVE THE SERVICE BEFORE FULL IMPLEMENTATION OF OUR PROGRAM. I WILL OUTLINE THE INITIATIVES WE HAVE TAKEN TO PUT TRANSITION ASSISTANCE FULLY INTO EFFECT.

PRE-SEPARATION COUNSELING

WE REQUIRE COUNSELING OF ALL DEPARTING PERSONNEL IN A MINIMUM OF NINE SUBJECT AREAS DURING PRE-SEPARATION COUNSELING. SINCE WE HAVE BEEN COUNSELING DEPARTING PERSONNEL FOR SEVERAL YEARS, MANY OF THE RESOURCES NEEDED TO PROVIDE PRE-SEPARATION COUNSELING ALREADY EXIST. WE ARE USING EXISTING PROGRAMS AND

OFFICES, WORKING WITH LOCAL AND STATE AGENCIES, AND WITH NON-PROFIT SERVICE ORGANIZATIONS TO ENSURE THAT OUR SAILORS AND MARINES HAVE ACCESS TO AS MUCH CURRENT, COMPLETE INFORMATION AS POSSIBLE. AS WE IMPLEMENT THE PRE-SEPARATION REQUIREMENTS OF TRANSITION ASSISTANCE, OUR EMPHASIS IS ON THE COORDINATION AND ENHANCEMENT OF AVAILABLE SERVICES RATHER THAN DEVELOPING NEW SYSTEMS.

TO BETTER ILLUSTRATE MY POINT,I WOULD LIKE TO DESCRIBE A COUPLE OF PROGRAMS IN MORE DETAIL. FIRST, WE HAVE A MANDATORY SEPARATION BRIEF FOR ALL PERSONNEL WHO ARE NOT RETIREMENT ELIGIBLE. THIS BRIEF PROVIDES INFORMATION ON THE OPPORTUNITIES AND ADVANTAGES OF AFFILIATING WITH THE RESERVES, AN OVERVIEW OF VETERANS' BENEFITS (INCLUDING THE AVAILABILITY OF EDUCATION ASSISTANCE, HEALTH SERVICES, AND JOB PLACEMENT COUNSELING). THEY ARE ALSO INFORMED ABOUT THE AVAILABILITY OF POST-MILITARY MEDICAL AND DENTAL COVERAGE. THE BRIEF CAN EASILY BE EXPANDED TO COVER ALL NINE MANDATED SUBJECT AREAS TO MEET OUR ADDITIONAL COUNSELING REQUIREMENTS.

SECOND, OUR PERSONAL FINANCIAL MANAGEMENT PROGRAM IS DESIGNED TO HELP OUR PERSONNEL DEVELOP SOUND FINANCIAL MANAGEMENT SKILLS. IT CONSISTS OF THREE MAJOR ELEMENTS: FINANCIAL EDUCATION, FINANCIAL TRAINING, AND FINANCIAL COUNSELING. OUR GOAL IS TO HAVE KNOWLEDGEABLE, ACCESSIBLE FINANCIAL COUNSELORS AT EVERY COMMAND SO WE CAN ENSURE THIS PROGRAM IS AVAILABLE TO EVERYONE. TWENTY-FOUR NAVY AND EIGHTEEN MARINE CORPS FAMILY SERVICE CENTERS AROUND THE WORLD NOW SERVE AS TRAINING SITES FOR COMMAND FINANCIAL COUNSELORS.

WE HAVE MADE ALL COMMANDING OFFICERS/OFFICERS-IN-CHARGE RESPONSIBLE FOR ENSURING THAT ALL SAILORS AND MARINES UNDER THEIR CHARGE RECEIVE PRE-SEPARATION COUNSELING. COMMANDING OFFICERS HAVE BEEN INSTRUCTED TO MAKE MAXIMUM USE OF ALL AVAILABLE RESOURCES INCLUDING COMMAND CAREER COUNSELORS, FAMILY SERVICE CENTERS, EDUCATION SERVICES, NAVY-MARINE CORPS RELIEF SOCIETY, ETC.

I THINK IT IS ALSO IMPORTANT TO POINT OUT THAT WE HAVE ENSURED THAT ALL OUR RESERVISTS WHO WERE RECALLED FOR **DESERT SHIELD/DESERT STORM** RECEIVED COUNSELING AS PART OF THEIR DEMOBILIZATION OUT-PROCESSING. IN FACT, WE PURPOSELY ADDED A FEW DAYS TO THE DEMOBILIZATION OF OUR RESERVISTS TO MAKE SURE THEY RECEIVED OR WERE AWARE OF ALL THE BENEFITS THAT THEY HAD ACCRUED WHILE ON ACTIVE DUTY.

EMPLOYMENT ASSISTANCE : DOD

OUR EXISTING PROGRAMS HAVE SERVED US WELL IN EMPLOYMENT ASSISTANCE. WE WERE NOT FACED WITH CREATING A NEW INFRASTRUCTURE TO SUPPORT A NEW CONCEPT. WE MERELY HAVE HAD TO TAKE STEPS TO ENHANCE OUR EXISTING PROGRAMS AND ASSETS. OUR FAMILY SERVICE CENTERS ALREADY CONTAIN MUCH OF THE EXPERTISE REQUIRED FOR TRANSITION ASSISTANCE. THEY HAVE BEEN USED IN THE PAST TO PROVIDE SIMILAR ASSISTANCE. THUS WE HAVE SELECTED THE CENTERS AS THE PRINCIPAL PROVIDERS OF THIS EXPANDED REQUIREMENT. WE WILL NEED ADDITIONAL RESOURCES TO ALLOW OUR CENTERS TO PERFORM THESE EXPANDED DUTIES. THEREFORE, WE HAVE DEVELOPED STAFFING AND SUPPORT MODELS FOR FAMILY SERVICE CENTERS WHICH WILL BE USED TO MANAGE FUNDING WHEN IT BECOMES AVAILABLE IN FY92. WITH THIS ADDITIONAL STAFF COMMANDS WILL BE ABLE TO CONDUCT TRANSITION ASSISTANCE WORKSHOPS, PROVIDE MORE IN-DEPTH EMPLOYMENT ASSISTANCE COUNSELING, AND ENSURE QUALITY CUSTOMER SERVICE.

WE CONSIDER TWO PROGRAMS DEVELOPED BY OSD AND THE SERVICES VITAL IN OUR EFFORTS TO PROVIDE EMPLOYMENT ASSISTANCE. THESE PROGRAMS ARE EMPLOYMENT SKILLS VERIFICATION AND THE NATIONAL RESUME REGISTRY (BETTER KNOWN AS THE JOB OPPORTUNITY BANK SERVICE OR JOBS). WE FULLY SUPPORT OSD IN THESE INITIATIVES. THEY WILL ASSIST SEPARATING SERVICE MEMBERS IN CRAFTING RESUMES, FILLING OUT JOB APPLICATIONS EFFECTIVELY AND NEGOTIATING COLLEGE CREDITS. WE PLAN TO FULLY INTEGRATE THESE SYSTEMS AS PART OF OUR TRANSITION ASSISTANCE PROGRAM. ALTHOUGH YOUR COMMITTEE DOES NOT HAVE APPROPRIATION AUTHORITY I FEEL I MUST EMPHASIZE HERE THAT

FAILURE TO FUND THESE TWO PROGRAMS PROPERLY WILL DELAY OR PREVENT THE DEVELOPMENT OF THEM BEFORE TRANSITION ASSISTANCE IS IMPLEMENTED. THERE ARE NO VIABLE ALTERNATIVES FOR THESE PROGRAMS.

EMPLOYMENT ASSISTANCE: DEPARTMENT OF LABOR

WE CONTINUE TO SUPPORT THE DEPARTMENT OF LABOR AS THEY WORK WITH OSD AND THE MILITARY SERVICES IN PROVIDING EMPLOYMENT ASSISTANCE. ESPECIALLY IMPORTANT IS THE CONTINUED DEVELOPMENT, IMPLEMENTATION AND EXPANSION OF THE TRANSITION ASSISTANCE PROGRAM (TAP). WE ARE CURRENTLY OFFERING TAP AT ELEVEN NAVY INSTALLATIONS AND WE PLAN TO EXPAND TO AN ADDITIONAL 4-5 SITES BY THE END OF FY91. WE ALSO HAVE SIXTEEN CENTERS WHICH ARE NOW OFFERING OR WILL BE OFFERING TAP AT MARINE CORPS COMMANDS BY THE END OF FY91.

ALTHOUGH TAP IS DESIGNED TO PROVIDE COUNSELING ON JOB SEARCH AND VETERANS' PROGRAMS, WE FOUND A WAY TO EASILY BUILD UPON IT TO ADDRESS ALL ASPECTS OF THE TRANSITION EXPERIENCE. WE HAVE EXPANDED THE ORIGINAL THREE DAY TAP CURRICULUM TO INCLUDE A FOURTH DAY OF INSTRUCTION COVERING MANY ASPECTS OF THE PRE-SEPARATION REQUIRED TOPICS. WE ALSO COVER OTHER APPROPRIATE SUBJECT MATTERS (RESERVE AFFILIATION, AN EXPLANATION OF CHAMPUS AND OTHER MEDICAL/DENTAL PROGRAMS, THE SURVIVOR BENEFIT PLAN, THE MOVEMENT OF HOUSEHOLD GOODS, ETC.) AND MAY ADD A FIFTH DAY OF INSTRUCTION. WE ARE LOOKING AT ADDING A DISCUSSION ON ADJUSTING TO CIVILIAN LIFE FROM THE MILITARY LIFESTYLE, COMMON PERCEPTIONS/STEREOTYPES WHICH SEPARATING PERSONNEL ARE LIKELY TO ENCOUNTER, AND THE FACTORS INVOLVED IN RELOCATING. BY USING TAP IN CONJUNCTION WITH AND SUPPORT OF OUR FAMILY SERVICE CENTER PROGRAMS WE CAN PROVIDE OUR SAILORS AND MARINES WITH ALL THE NECESSARY TOOLS TO MAKE AN EFFECTIVE AND SMOOTH TRANSITION TO CIVILIAN LIFE.

MONTGOMERY GI BILL

THE LAST ASPECT OF OUR IMPLEMENTATION PLAN FOR TRANSITION ASSISTANCE I WOULD LIKE TO COVER IS THE CONSIDERABLE TIME AND EFFORT WE HAVE EXPENDED TO ENSURE ALL THE PROVISIONS OF THE MONTGOMERY GI BILL ARE PUT INTO EFFECT SMOOTHLY. WE HAVE CONCENTRATED ON ENROLLMENT, DEVELOPING AN AUTOMATED SYSTEM TO COLLECT AND REPORT ENROLLMENT TO THE DEFENSE MANPOWER DATA CENTER FOR TRANSFER TO THE DEPARTMENT OF VETERANS AFFAIRS. DETAILED ELIGIBILITY CRITERIA AND ENROLLMENT PROCEDURES HAVE BEEN PROVIDED TO THE FLEET. AS WITH ALL ASPECTS OF EDUCATIONAL BENEFITS PROGRAMS, OUR CUSTOMER SERVICE OFFICES ARE PREPARED TO HANDLE TELEPHONIC AND WRITTEN INQUIRIES FROM ACTIVE DUTY COMMANDS AS WELL TO TAKE ADVANTAGE OF THIS EXTREMELY WORTHWHILE OPPORTUNITY.

ONCE AGAIN, I WISH TO THANK YOU MR. CHAIRMAN AND THE MEMBERS OF THE COMMITTEE FOR THE CHANCE TO SPEAK ABOUT OUR EFFORTS TO IMPLEMENT TRANSITION ASSISTANCE AS REQUIRED BY THE 1991 NATIONAL DEFENSE AUTHORIZATION ACT. I WOULD BE HAPPY TO ANSWER ANY QUESTIONS YOU MIGHT HAVE.

DEPARTMENT OF THE AIR FORCE

PRESENTATION TO THE COMMITTEE ON VETERANS' AFFAIRS
SUBCOMMITTEE ON EDUCATION, TRAINING AND EMPLOYMENT
UNITED STATES HOUSE OF REPRESENTATIVES

SUBJECT: TRANSITION ASSISTANCE

STATEMENT OF: JEROME G. COOPER
ASSISTANT SECRETARY OF THE AIR FORCE
MANPOWER, RESERVE AFFAIRS, INSTALLATIONS,
AND ENVIRONMENT

JULY 1991

NOT FOR PUBLICATION UNTIL RELEASED
BY THE COMMITTEE ON VETERANS' AFFAIRS
HOUSE OF REPRESENTATIVES

MR CHAIRMAN AND MEMBERS OF THE COMMITTEE, I am pleased to have this opportunity to appear before this committee to discuss Air Force transition assistance efforts.

As East/West tensions began to ease and unprecedented force reductions appeared imminent, we recognized the need for providing services that were better focused towards the unique hardships imposed on separating and retiring military members, DoD civilians, and their families. The Air Force has traditionally made a considerable effort to recruit high quality people, give them the best possible training, and provide excellent quality of life and career enhancement programs. However, we have paid less attention to preparation for post-service employment and readjustment into civilian life. Although we were not, at that time, equipped to provide all necessary transitional services, we had a substantial infrastructure in place to build upon and were able to lay the groundwork for more comprehensive programs. Before I discuss our progress in implementing some of these , particularly those regarding pre-separation counseling, employment assistance, programs and the Montgomery G.I. Bill (MGIB), I'd first like to touch on the philosophy we are using with regard to our overall transition program.

The Air Force intends to do what it has always done -- take care of its own. We enjoy an excellent reputation among the target recruiting population. We believe one of the primary reasons for our reputation is that we train a substantial number of transferable skills. Although we believe our people are generally marketable in the post-service environment we understand that finding employment in today's economy is a tough challenge. Strategy-wise, therefore, our emphasis is on preparation to enter the job market rather than serving as the broker between the service member and his/her future employer. If we can help our people decide what they want to do, help identify the area for which they are best suited, identify their qualifications, verify their skills and work experience, and instruct them in the "how to" mechanics of job search, then actual placement will be a natural follow-on. So, despite the considerable downsizing we're facing over the next several years, we will continue to put proper focus on maintaining a quality force through the retention of high quality people, yet at the same time implement a transition program that takes care of those who are forced to separate -- one that minimizes turbulence for the separating members, their families, and the Air Force mission.

Our concept of operations is designed around infrastructure that is already in place and functionally associated with transition assistance. Initially, our efforts centered on mobilizing this infrastructure -- education offices, military and civilian personnel offices, military treatment facilities, base libraries, and family support centers -- to provide transition assistance. In August of 1990, we formed a task force to work transition issues full time. Moreover, we identified the family support center as the lead agency to consolidate the overall base transition effort and to assume primary responsibility for the Air Force Transition Assistance Program. This decision was based on the similarity of transition programs to other family programs already in place. Additionally, we developed a formal implementation plan which was approved by the Secretary of the Air Force earlier this year and forwarded to our major commands in the field. Among other things, this plan outlines procedures for implementing the Department of Labor's Transition Assistance Program (TAP) and assigns responsibility and provides guidance for conducting pre-separation counseling and employment assistance. We will begin to administer the full range of transition benefits on 24 July.

Although transition assistance was not a funded program for fiscal year 1991, we took $1.2M "out-of-hide" in order to field a bare bones transition program. We are presently in the process of hiring a transition manager at each of our 100 largest bases, with priority on our overseas bases.

Now let me address our progress in implementing pre-separation counselling and employment assistance initiatives, and our efforts to expand opportunity to participate in the Montgomery G.I. Bill.

Of the nine pre-separation counseling items required by congressional language, the Air Force currently provides counseling in seven of them, and has implemented procedures for providing counseling in the remaining two areas. Our concept of operations is well suited to meet this requirement. Rather than conducting centralized counseling, separating members are referred by the transition manager to the functional experts for the subject matter to be discussed. For example, the base education office will provide counseling regarding educational assistance benefits under the Montgomery G.I. Bill, vocational and aptitude counseling and testing, and general educational requirements counseling. Family support center counselors will provide information regarding the two areas not currently covered -- Government/private sector programs for job search and the effects of career change on military families. A worksheet has been developed to document required counseling and will be included in the individual's permanent personnel record.

The Air Force is in full compliance with the requirement to transmit the medical records of members medically retired or separated to the Department of Veterans Affairs within 60 days of separation. Indeed, our procedures require our personnel offices to mail service medical records, with the consent of the member, to the VA within 2 days of separation.

Providing employment assistance to our members presents a tougher challenge to us than does pre-separation counseling. Although we have programs to assist our people in the transition process, those programs have not been given the visibility they deserve. We have, however, made considerable progress. Because our bases are so widely dispersed and have no centralized separation points, each base provides transition assistance to its own members, tailored to members' needs and the availability of off-base transition resources. As I pointed out earlier, the family support center serves as the focal point for our transition program, to include our employment assistance center. We have requested funds in fiscal year 1992 (which have been included in DoD's fiscal year 1992 President's Budget) to hire additional people to provide employment assistance under the umbrella of the overall transition manager. We expect our centers to be fully up and running by March 1992. In many cases, our centers are already providing excellent, but limited, transition services using existing resources.

We are presently working jointly with OSD and the other Services to implement several employment programs. DoD JOBS (Job Opportunity Bank Service) will bank miniresumes of consenting separating servicemen and women and will, upon request, provide them to potential employers. An electronic transition bulletin board will allow employers to place ads for employment openings and allow states to provide information on opportunities and available veterans services, advertise Department of Labor/Department of Veterans Affairs sponsored Transition Assistance Program seminars, post job fair information, and announce other information pertinent to DoD transition. Transition Opportunities, or TOPPS, will provide a decision support system to assist military departees in assessing how their military training and experience relates to civilian careers. Let me add that our preseparation counseling and employment assistance programs are available to the Air Force community across the spectrum -- separating military members, displaced civilians, and family members. Although we are making progress in our employment efforts, we still need legislative authority to expand unemployment compensation benefits to 26 weeks after a 1 week processing delay to involuntarily separated members, vice the current 13 weeks after a 4-week delay, making this benefit consistent with unemployment compensation for civilian employees.

As a supplement to a larger scale DoD-wide effort to verify military training and experience, the Community College of the Air Force has developed a verification program which documents formal

Air Force training, skill level, and academic coursework on its official transcript. The documentation corresponds to the Directory of Occupational Titles and transforms military experience into civilian occupational terms. The program was implemented in January 1991 and is available to all Air Force enlisted members.

We are very pleased with our partnership with both the Departments of Labor and Veterans Affairs. This partnership has resulted in progress being made in expanding the availability of the Transition Assistance Program (TAP) seminar and the Disabled Transition Assistance Program (DTAP) this year. TAP/DTAP serves as the cornerstone of our transition program, particularly for our employment assistance program.

Over the past year, substantial improvements have been made in both the quality of course material and the quality of instruction of both the TAP and DTAP. The Air Force has contributed to the development of many of these improvements. To date, the Air Force has sponsored 99 TAP seminars and has delivered the coursework to 3378 separating members. The TAP seminar is presently available to 29 percent of our major bases. By the end of this fiscal year Department of Labor will have expanded the seminar to reach 61 percent of all major Air Force bases. Additionally, we entered into agreement with the Assistant Secretary of Labor for Veterans Employment and Training to train our first 100 transition managers at the National Veterans Training Institute this summer. We have contracted for four classes and will complete training in late August. This will increase the availability rate to 83 percent by the end of the fiscal year. In November 1990 we printed and distributed 50,000 TAP workbooks to all major bases to supplement their transition programs. Feedback from bases tells us that they provide useful information and are in demand. Overall, we greatly appreciate the efforts of the Department of Labor and the Department of Veterans Affairs in assisting our future veterans and look forward to continuing to build on our excellent working relationships.

The expanded Montgomery G.I. Bill exemplifies your strong commitment to the education of our servicemen and women. This benefit adds a much-needed option to our people faced with involuntary separation. We have completed the staffing process to administer this benefit and will implement this and other transition benefits on 24 July 1991. We believe that we have developed a method that will easily accommodate new enrollment and allow for expeditious processing for Post-Vietnam Era Veterans Educational Assistance Program (VEAP) conversions.

Mr Chairman, and members of this Committee, thank you for the opportunity to discuss the Air Force's progress in implementing transition assistance legislation. As you know, we have experienced some delays in developing DoD-wide policy with respect to transition benefits eligibility. We have completed that process now and are now implementing a full range of transition benefits and services. With your continued support, we will be better able to provide assistance to our present and future veterans.

STATEMENT OF

AL SCOTT, COMMISSIONER

GEORGIA DEPARTMENT OF LABOR

before the

VETERANS AFFAIRS'

SUBCOMMITTEE ON EDUCATION, TRAINING AND EMPLOYMENT

U. S. HOUSE OF REPRESENTATIVES

concerning the

TRANSITION ASSISTANCE PROGRAM

JULY 25, 1991

Mr. Chairman and members of the Subcommittee, my name is Al Scott. I am Commissioner of the Georgia Department of Labor. I appreciate the opportunity to appear before you today to present our views on the functioning of the Transition Assistance Program (TAP), and recommendations for program improvement.

As a former state legislator and committee chairman, I am more than familiar with the realities you and your staff face in conducting hearings such as this. Witnesses may run the gamut from cooperative to hostile, and competing interests are always seeking a place at the table. Let me assure you at the outset, Mr. Chairman, that I appear before you today out of a strong sense of commitment to our nation's veterans and those who, in the immediate future, will become veterans. They have faithfully served our nation, and I believe it is now our duty to meet their needs.

For myself and Georgia Governor Zell Miller, it would be sufficient to establish and deliver programs for veterans and their spouses based solely out of a sense of duty and obligation. But in the decade of the 90's and beyond, there is another compelling reason to focus on veterans--their great potential as successful labor force participants at a time when the quality of the nation's work force is at an all-time low and international competitiveness threatens our ability to compete in global markets. Mr. Chairman, there has been too much attention on how TAP can save the various branches of the military unemployment insurance costs, or on other similar issues, and not nearly enough on the contribution this program can make to our nation's economic well being. TAP is an investment in America.

TAP: Valuable Training, But Much More Is Needed

For the past year, our agency has operated TAP at both Fort McPherson and Fort Benning. Nearly 1500 individuals have completed training. Most are male, non-commissioned officers, with an average length of service of 20 years. Evaluations returned to base personnel from participants indicate a nearly 100% approval rating of the TAP. Reviews by my own staff, particularly on-site training

personnel, also reveal the myriad of benefits that the program is able to deliver. We are convinced of the value of this effort; not merely through the job-finding skills it imparts, but because of the confidence it instills in individuals who, in many cases, will face private sector competition for the first time.

Make no mistake about it, these classrooms will be filled with individuals who are apprehensive, and in some cases distraught, about what they will face in the civilian world and the reality of leaving a system that once addressed many of their basic needs. Our classrooms, therefore, provide a forum for listening, advising, and understanding in addition to pure instruction. Our staff and materials that help teach such skills as resume writing and interview techniques are excellent; however, we have found that these individuals require much more. They need a support system that begins early in their separation process and remains available to them throughout the entire period. Working in conjunction with the Department of Defense (DOD), Department of Veterans' Affairs, and other U. S. Department of Labor programs, as well as appropriate base personnel, full-time Transition Assistance Centers should be established at all military installations where service personnel are being discharged.

Under such a proposal, TAP training would be part of an initial phase of planned activities as individuals approach their discharge date and transition to civilian employment. TAP staff (DVOPs and LVERs) would be available full-time to assist participants with their individual employment transition efforts. Such assistance would include fine-tuning resumes; improving interview skills; providing and analyzing specific labor market information; developing job openings; and, all the while, continuing the process of building confidence in individuals, which may be the single most important benefit derived from this entire effort.

Furthermore, I believe that the Employment Service (ES) agency in each state is the logical focal point for administering and operating such an expanded and enriched Transition Assistance Program. The ES serves as the base of operations for all DVOPs and LVERs; operates a job listing and referral system in each local

labor market area; has the capability to deliver client assessment service; maintains close contact with the employer community; and, traditionally, coordinates activities with other human resources programs. This arrangement is fairly typical for most states. An expanded TAP would actually be an extension of a system whose primary objective is to bring together employers who need qualified workers and workers who need jobs. Our Employment Service program, therefore, offers a foundation on which TAP can build and expand.

From Recommendations to Reality

In order to expand TAP beyond its present capabilities, we offer the following recommendations:

I. Establish Adequate Resources

Mr. Chairman, our experience at two TAP sites clearly has shown the need for increased staff support. In addition to the actual training days and associated travel, staff must review training plans and materials, develop modifications to various portions of the curriculum, analyze responses to actual sessions, and coordinate activities with base staff. An expanded and more comprehensive program would obviously require more personnel so that DVOP and LVER staff assigned to local ES offices and outreach locations could continue to serve the existing veteran community.

We believe a meaningful response to this situation would be to add another factor to the statutory provisions that now govern the number of DVOP and LVER staff. Specifically, there should be some accommodation for the number of military personnel projected to be separated in each year of the DOD downsizing plan. Allocations would be made to those states with separation centers in proportion to the number of individuals to be discharged.

II. Establish a National System

TAP staff now have the capacity to enlist their states' Job Bank System in finding suitable employment for those individuals who wish to remain in the base area or move elsewhere in the state. What is sorely needed, however, is a nationwide system whereby TAP staff can make direct contact with their counterparts in other states on behalf of those who have decided to move out of state. The technical capability exists to instantaneously transmit mini-

resumes, local labor market information, and job opening data, so that job development activities can be immediately initiated across state and regional boundaries. However, such a quality system can only be developed and implemented with the leadership and financing of our federal partners.

Specifically, what we have in mind is a comprehensive and personal approach, involving access to all appropriate jobs listed by State Employment Service agencies, supported by individual contact among the Employment Service staff of the states. With the authority we now have to work with military personnel months prior to separation, there are no technical barriers preventing us from putting such a system in place given adequate federal involvement and funding. Further, the Interstate Job Bank System, administered by the USDOL, could serve as the respository of jobs where national recruitment is necessary. It should also serve as the automated delivery system for the DOD Transition Bulletin Board.

III. Avoid Duplication

We have become increasingly aware over the past few months that the DOD and various branches of the military are now involved, or are initiating plans to become active, in providing employment assistance to military personnel. I cannot object more strongly to such independent initiatives. They confuse the very individuals they intend to serve, they duplicate scarce federal resources, and they ignore the existance of the national system which was established over a half-century ago to deliver employment assistance: the public Employment Service.

We fully understand the commitment that the DOD and the various branches of the military have in assuring a smooth and meaningful transition to civilian life for separating military personnel. However, where transition services and activities involve employment, the State Employment Service should have the lead. Quite frankly, DOD initiated systems such as the Transition Bulletin Board are a duplication of programs that are a basic part of the Employment Service System.

IV. Capacity Building

The Assistant Secretary of Labor for Veterans' Employment and Training (ASVET) should initiate a multi-faceted program where TAP

trainers and program administrators can benefit from each other's experience. For example, a periodic newsletter could be developed that would keep TAP staff informed of innovative practices in employment assistance, unique approaches to training and, generally, what is going on in our efforts to assist these special clients. Further, the National Veterans' Training Institute (NVTI) could undertake regional training seminars for TAP staff, to share best practices and highlight exemplary coordination activities, as well as to support upgrade training. The point is that TAP, despite its relatively short existence, should be shared among all those involved in the program. Furthermore the Employment Service is designated by Federal law as the agency with which federal contractors must list job openings. Those individuals coming out of the service would be the beneficiaries of such an effort.

V. Priorities in JTPA for Service Connected Disabled Veterans

Those leaving the military who have a disability resulting from their service should be afforded priority enrollment in our nation's primary, federally-financed training effort, the Job Training Partnership Act. This action alone would open up a wealth of opportunities for disabled veterans to receive a wide array of services that are now targeted to other client groups. We encourage your efforts in this regard, especially during this session of the Congress when the House Employment Opportunities Subcommittee has conducted hearings and is proposing major revisions to the JTPA.

VI. Performance Standards and Reporting

As we move to expand TAP, we must not overlook the need to make appropriate adjustments to the existing Veterans Performance Standards and Reporting System. We are particularly concerned that these systems be modified to reflect quality of service rather than solely quantitative measures. Further, we support a cooperative approach to the development of such modifications involving the states and the ASVET.

Mr. Chairman, I hope that our experience with the TAP and our recommendation for a more enriched and meaningful program has provided you and your colleagues with information that will assist

you further in deliberations regarding this very important group of people we are serving. Let me emphasize again our belief that we not only have a duty to provide the best for these individuals, it is a economic imperative.

This concludes my formal presentation. I would be most pleased to respond to any questions that you or other members of the Subcommittee may have.

THOMAS F. HARTNETT
NEW YORK STATE COMMISSIONER OF LABOR

TESTIMONY BEFORE
THE UNITED STATES HOUSE OF REPRESENTATIVES
COMMITTEE ON VETERANS AFFAIRS
SUBCOMMITTEE ON EDUCATION, TRAINING
AND EMPLOYMENT

THE HONORABLE TIMOTHY J. PENNY, MINNESOTA,
CHAIRMAN

IN REGARD TO THE AVAILABILITY OF
EMPLOYMENT-RELATED TRANSITION
ASSISTANCE FOR SEPARATING VETERANS
OF THE UNITED STATES MILITARY

JULY 25, 1991

Good Morning Mr. Chairman and members of the Subcommittee on Education, Training and Employment. My name is Tom Hartnett and I serve as the New York State Commissioner of Labor.

Thank you for the opportunity to appear here to discuss our common goal of effectively and efficiently ensuring that those who have faithfully served our country have the services they need to secure meaningful employment in the civilian sector.

Mr. Chairman, as this country prepares for a major downsizing of our military personnel, we must make rational decisions about the appropriate expenditure of federal dollars designed to help these men and women make a smooth transition back into civilian life - - and back into the civilian job market. I believe that this is, in fact, a commitment shared by those of us in the State Employment Security Agencies, as well as the U.S. Secretary of Labor, the Secretary of Defense, and other members of the Executive Branch and the ranking officials in the military services.

Certainly the Congress has demonstrated a strong commitment to these men and women through generous appropriations. Congress has taken steps to try to ensure that both those currently on active duty and the civilians employed by the military or in industries related to the military are provided meaningful assistance as their lives are dramatically altered by the downsizing of the military. I do not believe that there is anyone involved who does not share this good intention. However, this is a case where good intentions fall short in the face of government bureaucracy and a failure to fully comprehend the magnitude of the problems that lie ahead.

We have in this country a public labor exchange known as the Employment Service or in some states as the "Job Service." In New York we call these local delivery points "Community Service Centers," where we have combined the unemployment security system with the public labor exchange and other services into one unified delivery point. All staff at these centers, including the veteran staff, is cross trained to be able to provide all employment related services.

This public labor exchange exists in all fifty states, plus the District of Columbia, Puerto Rico, and the Virgin Islands. Each state has service delivery points for the public labor exchange in both rural areas and in the city centers. In New York we have 91 such offices; nationwide there are 1,600 offices. We have a presence in every area of New York, from rural Watertown and Massena near Fort Drum to New York City.

We have been providing services to veterans for over fifty years. Specifically, for recently separating veterans, we are the provider who takes care of processing their claims for unemployment insurance. We provide

testing, vocational guidance, formal vocational counseling, resume preparation assistance, labor market information, workshops in job search skills, job referrals and placement, assistance in entering appropriate vocational training funded under the Job Training Partnership Act or other sources, and referrals to support services that help veterans overcome problems which may interfere with their ability to find or keep a job. Every state provides similar assistance to returning veterans.

Mr. Chairman, let me make it clear that we have been and will continue to be the primary delivery system for veterans employment services in the United States.

All separating veterans who file an unemployment insurance claim or seek assistance with a job or job training receive services through our offices. In the end, it will be the local state Employment Security Agency offices that will serve these men and women separating from the military. The sooner we see these veterans, the better. Experience has shown that we can be most effective in helping veterans transition successfully from military to civilian life if we provide our services soon after the veteran leaves the military.

We believe that we can meet the needs of transitioning personnel in the 1990's, and do it well! However, to be most effective, we need the cooperation and support of the Department of Defense and the five military services.

Let me take this opportunity to briefly outline our current responsibilities and the funding for the public labor exchange system. The actual service of taking, processing and paying unemployment claims, the employment service, and the veterans employment programs administered by the states is all paid for from the Federal Unemployment Trust Accounts (FUTA) - Administrative account. Each private employer in the country last year paid $56 per employee into this administrative account in addition to the tax levy they pay to replenish the benefit accounts.

FUTA also provides funds to state employment security agencies to enable them to meet their responsibilities for "veterans priority of service," as mandated by law. In FY 91, $71.1 million was appropriated nationwide to fund Local Veterans Employment Representatives (LVERs) and $77.1 was appropriated for the Disabled Veterans Outreach Program (DVOP). In New York, we received $4 million for the LVERs and $5.3 million for the DVOP program. This enables us to provide employment services for New York's 1.9 million veterans.

We believe we are doing a good job of using our resources creatively and effectively to provide quality services to our veterans. Unfortunately, due to the recession, all New Yorkers, and particularly veterans, are in need

of all of the services and attention we can muster. We are able to ensure a baseline of minimal services to veterans in all of our locations by means of the New York State Veterans Bill of Rights for Employment Services, with the attendant toll-free "Veterans Hotline." It is not a panacea, but it has helped us provide more and better services to the 90,000 veterans we see in New York each year. We are proud that, to date, eight other states have followed our example and created similar "Bills of Rights."

What is significant to note is that the series of trust funds in FUTA are being used to balance the Federal deficit, rather than for their intended purpose. I have testified before several other Congressional committees on this same subject during the past few months. The Congress and the American people are rightfully focusing on this injustice as the recession continues into its second year and hundreds of thousands of people, including thousands of veterans, are suffering undue hardships because of the improper use of these funds.

Literally hundreds of millions of dollars have gone this route in the past ten years. For instance, in the Employment Services Administrative Account alone last year $3.9 billion was paid in at $56 per head by the nation's employers to pay for services to workers who lose their jobs. However, only $2.9 billion was appropriated back out of the fund for the stated purpose of this "dedicated" tax. The question that employers and others are rightfully asking is "What happened to the other billion dollars?" The effect of this action last year and each year for the last decade has been to systematically underfund the Employment Service and the Unemployment Insurance delivery system.

To illustrate this point, in 1980 the New York State Department of Labor had more than 11,000 employees and 175 local offices. Today, we have 97 local offices and 5,300 employees. The reductions in force have similarly impacted on other states, many of which have had to close an even larger percentage of their offices than New York over the same period of time.

While consolidating services, we have not had to leave any of our communities bereft of assistance. This has only been possible because of the implementation of our state-of-the-art Community Service Centers system, which I described earlier.

Although we are proud of what we have accomplished in the past four years, it has been extremely difficult to modernize the way in which we deliver services due to the systematic and now chronic underfunding of the nation's state employment security agencies.

In addition to providing the services needed by New Yorkers, we are prepared to commit our resources to the four Transition Assistance Center (TAP) sites in New York at Griffiss Air Force Base, Plattsburgh AFB, the Army's Ft. Drum, and the Navy's Homeport Facility on Staten Island, even though no additional funds for staff or support have been forthcoming thus far and the majority of the separatees will not be staying in New York.

Mr. Chairman, I am confident that the New York State Department of Labor, as well as the employment security agencies of other states, will do a tremendous job providing these necessary services at the TAP centers. We have the knowledge born of years of expertise, we have the level of compassion because we know the hardships these people will be facing, and we have credibility with the general public, as well as with the military installations where these centers will be established. We have, through the years, maintained a positive, professional and mutually beneficial relationship with the entire military community in New York State. In fact, one of our staff members, John Masella, was honored earlier this year by the command of Plattsburgh Air Force Base for outstanding service to the Air Force and the people of Plattsburgh AFB.

We are sending twelve staff persons in the next two months to the National Veterans Training Institute (NVTI) in Denver, to receive training in how to participate in the TAP program. The program is, I understand, to be implemented at 83 sites in 26 states by this October, and within another year to over 160 sites.

Our one concern, at this point, is that we do not know whether this spirit of cooperation will exist at Ft. Drum because of signals they are receiving from their supervisors regarding the Army Career Alumni Program (ACAP).

ACAP is using private contractors to deliver services already being delivered by State Employment Security Agencies. In one instance a private contractor is hiring North Dakota employment security personnel on leave from state service to do this work, which the SESA would and could have performed.

And that, Mr. Chairman, is at the crux of a major issue confronting this country and its returning veterans. The Defense Department Transition and Support Services Unit is designing and moving to implement an alternative to the current public labor exchange system. While they are spending millions to design this system, which will be based at the Defense Manpower Data Center Facility in Monterey, California, they estimate that it will take more than one year, and possibly up to three years before this system will be operational. It makes no sense to ignore and shun the current nationwide

system that is already a substantial public investment, in favor of a costly, unproven system.

There are many resources that the states can offer to assist returning veterans. New York State would like to do more to develop and implement veteran transition programs. For example, New York has documented a need for health personnel. The state's health care industry employs 9% of the workforce, yet there are severe shortages of skilled workers and our needs are still growing. A significant number of military personnel have been trained in health care and could help us to meet the urgent needs of the state.

We could address both of these needs through transition programs designed to help facilitate the return of veterans to the civilian job market. While many veterans have received training in health care, such as medics and lab specialists, they often need additional training to become licensed in civilian health professions. We have met with the Health Department and other state agencies, the Job Training Partnership Council, representatives of the health industry, educational institutions and representatives from the military to identify health occupations appropriate for transition and to begin to develop linkages that can assist veterans to enter health careers in New York.

New York State has helped to develop several model programs that can be adapted for military personnel. We have done this cooperatively with health profession educators, health facilities, health professions associations and health worker unions. These programs provide assessment of clinical skills, professional training, exam preparation, work experience and guidance, counseling and support services. Funding streams from various state and local agencies as well as private facilities are used to implement this type of program. State governments have a significant investment in these programs and the expertise to develop necessary information from a variety of resources.

Mr. Chairman, the Department of Defense has been allocated $65 million to create employment programs to assist separating veterans, and they have agreed to work with the employment security agencies to implement these programs. Frankly, I have yet to see this cooperation.

Let me stress that we are not saying that the state employment security agencies can do the whole job. Indeed, it is a massive undertaking, and there are many legitimate roles for the DOD to play.

But, when it comes to finding people jobs, no one does it better than us!

Particularly in this time of budget deficits and the cutting back of government services to help people in need, how can the U.S. government argue that they are doing the right thing by our veterans when they are, in effect, creating a parallel service to one that already functions quite well?

There is a need to re-invigorate and strengthen the public labor exchange system; to improve automation and strengthen our relationship with the private sector. Our concern is that millions of dollars will go into efforts to create an alternative, temporary system that will simply have to be dismantled in a few years. Instead, the effort should go into strengthening the already existing public labor exchange system.

It is interesting to note that the mission statement of the Department of Defense's Job Assistance Centers reads like a summary of the services the New York State Department of Labor already provides at our Community Service Centers. We can provide these services without the profit margins demanded by private contractors. And we do not have to worry about the months and even years that it will take to properly train personnel to effectively operate these temporary programs.

A good analogy would be to consider the farmer faced with a serious drought. Should he spend the time and the money creating a new irrigation system? Or should he simply add more water to the existing system, which has proven competent through the years, so that it will be able to meet his present needs?

The Honorable Christopher Jehn, Assistant Secretary of Defense for Force Management and Personnel, testified last week that "the benefactor of this program is the deserving individual," and that the Department of Defense was "developing the foundation of our assistance programs as partnerships." We in the State Employment Security Agencies, certainly in New York State, are willing and eager to serve as full and equal partners to the Department of Defense, the five military services, the United States Department of Veterans Affairs and others. We already have a good relationship with USDOL, particularly with the U.S. Director of Veterans Employment and Training in New York, Jim Hartman.

Instead of all of this effort toward duplication, the effort should be toward:

a) Setting a standard of performance for the state employment security agencies. The presumption should be in favor of using the labor exchange program and the Interstate Job Bank. It should be a rigorous standard. If it can be demonstrated that the state employment security agencies are not providing quality services to veterans, then, and only

then, should the Department of Defense go into the business of employment assistance.

b) Mandating that the Department of Defense, through the Defense Manpower Data Center, turn over to the state employment security agencies all available information regarding personnel who are mustering out of the military, on a timely basis. As I noted earlier, experience has demonstrated that the sooner we get information to the men and women separating from military service, the more valuable the assistance provided by those of us in the state employment security system is to these men and women. This helps us to facilitate a smoother transition for these ex-service personnel to a more productive role in civilian life. I would emphasize that this is not just the right thing to do for our separating veterans, it is also in the national interest to ensure that the capabilities of these men and women are put to good use in strengthening and revitalizing this country's economy.

c) Extending Unemployment Compensation for ex-service persons to a full 26 weeks, with a one-week waiting period, and restoration of the pre-1982 formula for extended benefits. I testified before Senator Moynihan's committee last week on this subject.

d) Securing veterans priority for training under the Job Training Partnership Act and all other federally funded training programs.

e) Creating a national program, similar to New York's "599" program, where separating servicemen and women can draw their full unemployment insurance check as long as they are in full-time training that will lead to more meaningful long term employment. What is often lacking is a way for a veteran to survive while in vocational training, which this program provides.

f) Creating a national Veterans Bill of Rights for Employment Services with an accountability mechanism in the form of toll free 800 numbers, essentially guaranteeing that all veterans know what they are entitled to under Chapter 41, Title 38. The Bill of Rights is working well in New York, and has been replicated in West Virginia, Mississippi, Florida, Kansas, Ohio, Georgia (in modified form), Kentucky, and most recently in Missouri. I understand that it is being considered in New Jersey, Colorado, Minnesota, and possibly other states.

What is really necessary is a major national effort to mobilize all levels of government, veteran service organizations, business leaders, and other interested parties to work together in a coordinated, cooperative and nonduplicative manner. We have reached out to the veterans service

organizations and others asking for their assistance in achieving a more integrated and effective effort to assist these men and women.

There are presently adequate funds being devoted to assisting veterans separating from the military and I commend the motivation and prompt action of the Congress. However, the ways in which these funds are being spent are not getting the return in services that the Congress intended. The Congress appropriated $150 million to assist with the economic impact of military downsizing. These funds have been transferred from the Department of Defense to the United States Department of Labor. The Request for Proposal (RFP) for federal demonstration projects under Title III, EDWAA, should be amended to target some proportionate funds to address the needs of military personnel who are dislocated because of downsizing. We believe that these funds should be handled in the same manner as the Secretary's discretionary grants, to allow the states to compete for these funds. It is wrong to hold these FY 91 funds back when the vital human needs are apparent right now. Further, it would be wrong to obligate these funds in such a way that only private contractors can submit proposals, thus excluding the State Employment Security Agencies, who are already the primary deliverers of service.

The Department of Defense received $65 million that is being utilized by Assistant Secretary Jehn. Virtually all of these funds and efforts are being expended to "re-invent the wheel," instead of working in such a way as to utilize and strengthen the existing system.

Congress has appropriated $4.2 million to the U.S. Department of Labor, Veterans Employment and Training Service for the TAP initiative for FY 1991, and has authorized the appropriation of $9 million to USDOL for FY 1992. The U.S. Department of Veterans Affairs is projected to receive $4 million in 1992. None of these funds are going to the SESAs to cover costs of staff who will actually deliver most of the TAP services.

The Army Career Alumni Program was appropriated $19.5 million for FY 1991, $25.6 million for FY 1992 and $26.3 million for FY 1993. (Apparently, these dollars are the Army's share of the $65 million.) What is not counted in these figures is the cost of redirection of the duties of existing active duty or civilian employees of the Department of the Army. These funds are not available to the SESAs either. The Army is operating the program in such a way that excludes the USDOL-sponsored and largely SESA-operated Transition Assistance Program.

The bottom line is that there is over $250 million being devoted to assist these men and women, not counting the indirect resources, such as the staff time of USDOL, SESA , and DOD personnel who were doing other things. For a quarter of a billion dollars, the Nation should have a highly

effective and efficient effort to assist separating veterans with their employment needs. However, I believe in this case the "whole is less than the sum of the parts" because of the lack of coherence, coordination, cooperation, or even willingness to communicate among many of the entities concerned.

I believe that the funding for the SESA staff to operate the Transition Assistance Program at sites in their state should be paid for by some of the funds appropriated in Public Law 101-510. It seems clear to us that this is what was intended by the Congress. Further, some of these funds should be redirected into strengthening the Interstate Job Bank (IJB), and requiring all states to fully participate in the IJB, listing all professional and technical openings. For roughly $15 million of the funds set aside for the general area of transition assistance, the employment service could play an even more significant role. But, aside from the funding questions, the key issue is the attitude and degree of willingness of the Department of Defense and the five military services to join with us as full partners, and to cooperate as equals.

Mr. Chairman, I believe this is what the Congress intended.

As Charles Bowshen, Comptroller General of the United States said in his testimony on Defense Budget and Program Issues facing the 102nd Congress before the Committee on Armed Services of the Unites States Senate on April 25th, 1991:

> "Solutions do not necessarily require increased funding. With the planned downsizing of military forces, the answers may lie in a reallocation and reprioritization of existing resources. Improved program implementation and internal controls could also enhance the future prospects for effective implementation of the total force policy."

I call upon Defense Secretary Richard Cheney and Labor Secretary Lynn Martin to call a "summit meeting" of all of the Federal and state entities concerned with these issues, along with the veterans service organizations (including the Non-Commissioned Officers Association and the Retired Officers Association) to begin communication, coordination, and cooperation in a truly meaningful way.

Our service men and service women get their jobs done by team work. In the war against Saddam Hussein, the Allied Forces were made up of representatives of 34 nations, speaking 23 difference languages. The military success in the Persian Gulf was due to what General Schwarzkopf called "the total battlefield" with full integration, cooperation, and coordination of air, land and sea elements of our forces to maximize the impact of each.

Unfortunately, when it comes to the provision of employment-related services for our separating veterans, there does not appear to be a "total battlefield." We are instead facing unnecessary duplication of efforts and a complete lack of coordination.

In short, we are losing sight of our major objective.

We must have strong leadership from the Federal level or we will have many more "casualties" in the transition from military to civilian life than our forces suffered during the war. We can and must do better by these veterans than our current effort.

Thank you.

STATEMENT
OF THE
INTERSTATE CONFERENCE OF EMPLOYMENT
SECURITY AGENCIES, INC.

ON: TRANSITION ASSISTANCE FOR VETERANS

TO: SUBCOMMITTEE ON EDUCATION, TRAINING AND EMPLOYMENT OF THE HOUSE VETERANS' AFFAIRS COMMITTEE

BY: GEORGE TETLER, CHAIR, VETERANS' AFFAIRS COMMITTEE, INTERSTATE CONFERENCE OF EMPLOYMENT SECURITY AGENCIES; DIRECTOR OF EMPLOYMENT SERVICES AND OPERATIONS, NEW HAMPSHIRE DEPARTMENT OF EMPLOYMENT SECURITY

DATE: JULY 25, 1991

The Interstate Conference of Employment Security Agencies, Inc., represents the administrators of employment security programs for the 50 states, the District of Columbia, Puerto Rico, and the Virgin Islands.

Mr. Chairman, members of the Subcommittee, my name is George Tetler. I chair the Veterans' Affairs Committee of the Interstate Conference of Employment Security Agencies (ICESA), and serve in a full time capacity as Director of Employment Services and Operations for the New Hampshire Department of Employment Security. The Interstate Conference, which I am representing here today, is the national organization of all state agencies which administer the Employment Service, unemployment insurance system, labor market information programs, and in most states, the Job Training Partnership Act. Conference membership includes the 50 states, the District of Columbia, Puerto Rico, and the Virgin Islands.

I am pleased to participate in these proceedings and to present the views and concerns of the Conference regarding the efforts underway to help separating military personnel transition into the civilian workforce, and to discuss how the nation's employment and training agencies -- specifically the Employment Service -- can most effectively and efficiently participate in those efforts.

DELIVERY SYSTEM FOR VETERANS EMPLOYMENT PROGRAMS

The nation's public Employment Service is the primary delivery system for veterans employment programs. It is the foundation upon which veterans employment and training programs and activities are built. The principal function of the public Employment Service is to match available jobs with persons seeking employment. To perform this placement function effectively, the state Employment Service operations provide an array of other services, including but not limited to assessing workforce trends and employer needs, applicant assessment, referral to training, job search assistance, counseling, and providing labor market information.

The Employment Service system provides the facilities, services and technology that enable the specialized state veterans staff (Disabled Veterans Outreach Program staff and Local Veterans Employment Representatives) and on-site federal personnel (Directors of Veterans Employment and Training and Assistant Directors of Veterans Employment and Training) to perform their jobs.

The veterans programs within the state Employment Services provide outreach to veterans and ensure veterans' preference in employment. In many locations, the specialized Employment Service personnel work with local military base commanders to provide employment services to personnel approaching discharge, offering a link to job information nationwide.

For instance, the Employment Security Commission of North Carolina has had a long standing arrangement with the military authorities at Ft. Bragg to house a half-time Employment Interviewer/Veterans Employment Representative on-site at the Civilian Personnel Office to provide the following services to both veterans and dependents: registration, screening and referral to existing job orders, job development contacts for qualified applicants, and referral to training or to other supportive services as needed. In addition, the Employment Service staff at Ft. Bragg visits employers in the community to take job orders and encourage consideration of separating military personel.

And, the Department of Labor is working very diligently with the state employment security agencies and the individual military bases to bring the Transition Assistance Program on-line quickly and effectively. The initial responses to TAP have been most heartening. Indeed, the Disabled Veterans Outreach Program specialists assigned by the states to implement TAP have been very enthusiastic about their mission and have been well received by the base personnel.

COORDINATION OF SERVICE DELIVERY

Despite funding problems during the last decade, the public Employment Service is still an established system with a nationwide network of 1,600 local offices with knowledgeable staff. ICESA believes the public Employment Service should be the focal point for providing transition assistance to separating military personnel and their families.

Unfortunately, this does not appear to be the case. Although it is difficult to catalogue the array of transition assistance programs in process or planned, we believe such an effort would be worthwhile in meeting our shared goal of designing an effective and cost-efficient transition assistance program.

A few examples of programs being designed and/or implemented may help illustrate the need for better coordination.

The Department of Defense, as the umbrella military agency, has developed two transition programs that appear to mirror existing services of the Employment Service. The Jobs Resume Registry serves as a job listing service for employers and job seekers; and the Transition Opportunities (TOPPS) system provides counseling services and labor market information.

The Department of the Army has developed the Army Career Alumni Program (ACAP) to provide assessment, counseling, job search workshops, and Job Assistance Centers (JAC). The Job Assistance Centers appear to be the most duplicative of efforts being considered, and also the closest to being underway. A Request For Proposal (RFP) was issued in February to solicit contractors to set up Job Assistance Centers at military installations around the country. All of the domestic locations listed in the RFP, with the exception of two, are within twenty miles of a state Employment Service local office. The remaining two are within thirty miles.

The JACs have been designed to provide job search training through workshops and seminars, individual assistance and counseling, a referral service, and a database of employers.

The public Employment Service provides job search training, including workshops on resume writing, job interview techniques, and job search strategies. In addition, the state employment security agencies – which house the Employment Service – are the collection points for state and local labor market information and its analysis, providing to job seekers employment trends, employment forecasts, and short and long-range job prospects for selected occupations. Most Employment Service offices provide continuous individualized assistance, maintaining personal files on individual job seekers.

Employment Service offices provide skills assessment on-site. Employment-related testing, training information and referral, and job counseling are among the services provided.

State Employment Service agencies have formal family adjustment programs and can accommodate family employment needs.

And, state Employment Service operations maintain close and continuing contacts with employers in their local labor market, as well as access to the nationwide Interstate Job Bank.

Isn't it a bit ironic that the public Employment Service has had to scale back its ability to provide individualized services because of diminishing funds, while the Department of the Army apparently has general revenue appropriations to fund a private contractor's provision of the same services?

The Department of the Army also has stated its desire to minimize unemployment costs. In many states, the public Employment Service office is in the same facility as the local unemployment insurance office. Persons filing claims for unemployment benefits can find employment services at the same location. In fact, everyone --veteran or not -- must register with the Employment Service when applying for unemployment insurance. Many veterans, however temporarily unemployed, will come to state employment security offices to file for unemployment benefits. Most Employment Service operations have early intervention programs aimed specifically at moving unemployed individuals quickly into the workforce. We should ensure the system is designed and ready to provide effective and efficient unemployment and employment services to these transitioning personnel. In that way, we will be able to assist the Services in ensuring their personnel are routed quickly and productively into the civilian labor force, while keeping unemployment duration to a minimum. This will both ease the pain of transition for military personnel and save the Armed Forces and the taxpayers millions of dollars.

It is not our intention to question the motivation or goals of the transition programs being designed by the Department of the Army, any other military branch, or the Department of Defense.

All the agencies and organizations currently involved in efforts to assist military personnel transitioning back into the civilian workforce have a common goal -- to see those personnel placed quickly and successfully into productive and fulfilling employment in the civilian workforce.

However, we cannot overlook the serious problem of the federal budget deficit and its impact on the delivery of public services. The nation cannot afford to duplicate public services.

It is also not our intention to imply that the public Employment Service is able to perform all necessary employment and training services for separating personnel within its current "starvation" budget. The basic public Employment Service system nationwide has been threatened by a decade of diminishing resources. As appropriation levels have remained relatively static, and the buying power of dollars available has continued to erode, the states have experienced dramatic increases in the size of the workforce the system is designed to serve as well as major increases in the costs of operation. A scarcity of funds to support the public Employment Service is difficult to understand.

The administration of the Employment Service system is financed by a dedicated payroll tax. This tax, collected under the Federal Unemployment Tax Act, produces more than adequate revenues to administer properly the system. In fact, the U. S. Department of Labor has estimated that the account from which employment security programs are funded will exceed its statutory ceiling by approximately $1.27 billion by the end of this fiscal year.

Instead of being utilized to provide adequate resources to shore up the basic Employment Service system, the dedicated revenues are being held hostage to mask the true size of the federal deficit. At the same time, hundreds of millions of dollars from general revenues are being authorized and appropriated to create what appear to be duplicative infrastructures and services for transitioning military personnel.

We are certain that the necessary transition services could be provided at substantially fewer dollars than would be necessary to duplicate the entire infrastructure of the public Employment Service.

It is my hope that this Committee and the Congress will be able to help shape a reasonable and responsible approach to the provision of necessary services and will recognize the public Employment Service as the logical focal point for employment transition assistance. The Interstate Conference of Employment Security Agencies stands ready to assist you in any way possible to design an effective and efficient transition assistance program.

STATEMENT OF

JAMES B. HUBBARD, DIRECTOR

NATIONAL ECONOMIC COMMISSION

THE AMERICAN LEGION

BEFORE THE

SUBCOMMITTEE ON EMPLOYMENT AND TRAINING

COMMITTEE ON VETERANS' AFFAIRS

U.S. HOUSE OF REPRESENTATIVES

JULY 25, 1991

Thank you, Mr. Chairman, for this opportunity to present the views of our 3 million members on the Transition Assistance program operated for separating military members by the Departments of Defense, Labor, and Veterans' Affairs. We believe the Congress showed commendable foresight in mandating this program, especially in view of the proposed downsizing of our active military forces. We also commend this subcommittee for holding this hearing. For while the concept is excellent, and the funding adequate, the implementation by the executive agencies has brought mixed reviews.

In February of this year, the Vocational Rehabilitation Service at the Department of Veterans' Affairs hosted a week-long meeting to develop a program called DTAP, which would provide transition assistance to separating military people who were eligible for a disability rating upon leaving the military. Included in the planning group were officials from VA, the Department of Labor, and the Department of Defense. The veterans service organizations were offered the opportunity to provide input, and then help critique the results of the meeting. An excellent plan was put together which melded DTAP into the already operating Transition Assistance program. At the same time, military personnel disabled as a result of training for or serving in Operation Desert Storm began to arrive back in military hospitals for rehabilitation and separation. At this point, the system broke down.

Members of one service organization stumbled across some of these disabled people at Walter Reed Army Hospital and asked about DTAP. The wounded service people knew nothing about it. To his credit, the Director of the Vocational Rehabilitation Service attempted to force the issue and to get assistance for these new veterans by bypassing an apparent roadblock. He was scolded for treading on someone else's "turf". While I believe this particular problem has been corrected, it is indicative of the mindset of

some of the bureaucrats at the VA. Apparently "turf" is more important than ensuring that wounded and disabled service people receive the services to which they are entitled.

The Veterans' Employment and Training Service at the Department of Labor has done a creditable job of first, setting up pilot programs, and then expanding them to provide comprehensive transition assistance at most major military bases in this country. The program covers a period of two and one half days and exposes separating service people to the steps required to find meaningful civilian employment. It is taught by personnel who already work in the state employment service offices normally (DVOPs and LVERs) and who are experienced in their field. The effort is ongoing and is being fine tuned as the field staff gains experience.

There are some troubling aspects to this enterprise involving duplication of effort. At a veterans employment conference in Buffalo, New York, in April of this year, a representative of the Department of Defense told those attending that an automated job referral service was being created for separating service people. When questioned about why DoD is spending tax dollars to create a system which already exists, the representative replied that the law "mandated" that DoD do so. The American Legion does not believe this Congress intended that scarce tax dollars be spent on duplicative efforts.

In July of 1990, a group of the senior staff members of The American Legion met with the Secretary of the Army to discuss his plans for downsizing. Please remember that this meeting took place prior to the beginning of the Persian Gulf crisis. Present with the Army Secretary was his Assistant Secretary for Manpower. When the discussion moved to employment issues, the Assistant Secretary briefed our group on ACAP, the Army Career Alumni Program. ACAP included a proposal for job development and job referral separate and apart from the U.S. Employment Service. When it was pointed out to the Army officials that the Department of Labor already operated such an employment system, the Assistant Secretary said that the Job Service didn't have any good jobs and therefore the Army would take care of its own.

The Army is currently prepared to award contracts in the amount of $30 million to provide job development and job referral services to separating military members. In our view this move by the Army is extremely unwise. In the first place, it is highly likely that these contractors will engage in a practice called "creaming" or placing all of the best people while allowing those with few or no civilian oriented skills to languish on the unemployment rolls. These people with the lower skill levels in a trade or profession are the combat soldiers, sailors, and marines who bore the brunt of the fighting in Desert Storm. This is precisely the group which needs and deserves the most help.

Second, there is no excuse in an era of extremely tight budget constraints to allow one agency of the government to duplicate the services of another. The solution to the problem is to correct the perception held by Army officials by either showing them the fallacy of their thinking, or by fixing the United States Employment Service by ensuring its proper funding.

Third, the Army is apparently not contemplating any performance standards for the contractors who are charged with job development and job referral. Such standards are already in place at the Labor Department.

The Veterans' Employment and Training Service has developed some figures which show that the $4 million investment in the TAP program will result in an $11 million savings in the unemployment insurance account. People who participate in TAP find meaningful employment an average of eleven days sooner than those who don't. The starting salary for the average TAP participant is $3500 higher than for someone who has not participated. These numbers are significant, Mr. Chairman, and deserve the attention of this subcommittee, the Department of Labor, and most especially the Departments of the Army and Defense.

Thank you for this opportunity, Mr. Chairman. I will be happy to answer any questions.

SERVING
WITH
PRIDE

STATEMENT OF

JONATHAN GAFFNEY
AMVETS NATIONAL LEGISLATIVE DIRECTOR

Before the

SUBCOMMITTEE ON
EDUCATION, TRAINING, AND EMPLOYMENT

Of The

COMMITTEE ON VETERANS' AFFAIRS

UNITED STATES HOUSE OF REPRESENTATIVES

On

TRANSITION ASSISTANCE

JULY 25, 1991

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Mr. Chairman, as always, AMVETS is grateful to you and Members of the Subcommittee for giving our organization the opportunity to address the current and future state of transition assistance to members of the military who are voluntarily and involuntarily separated from service to our country.

Although the case for a comprehensive transition assistance program for separating members of the military should be crystal clear, let us review a few of the more obvious points.

First, it is needed -- right now and even more so in the future. The Department of Defense currently separates approximately 300,000 individuals every year and this number will certainly increase (by as much as 90,000 -- although nobody at DoD seems sure) as "downsizing" at the Department of Defense commences later this year. Although the vast majority of these men and women are volunteers, it is no less important or necessary to assist them in finding suitable civilian employment -- either through training, placement, or education. It also needs to be acknowledged that not all future RIF'd members of the military will depart with technical skills as a jet-engine mechanic, nuclear propulsion engineer, or communications specialist -- some Military Occupational Specialties (MOS) or Naval Enlisted Codes (NEC) carry with them little or no significant civilian-oriented job skills. And while it is probably true that service in our armed forces brings with it opportunity for maturity, responsibility, and even money for college, it doesn't always provide the best training for a post-military career.

Second, it makes economic sense. A separated individual who has the training and experience to transition to suitable civilian employment will not only negate the necessity to receive unemployment compensation, but

will also convert this individual into a wage-earning, tax-paying member of the labor force.

Third, it is fair. While nobody promised any individual who voluntarily enlisted in the armed services of the United States a life-long career and subsequent retirement, many military members joined with the implicit understanding that the military was a place where one could work towards a satisfactory career. And whether "services rendered" were accomplished in the course of making a career or simply serving a tour, that service was accomplished under unusually extraordinary circumstances -- whether in isolated duty stations, away from friends or family, or even in combat.

Finally, a comprehensive, well-coordinated transition assistance plan is "good policy." Face it, regardless of the size of the military in the future, there will always be the requirement to bring into it the very best young men and women America has to offer. And -- barring the very unlikely return to the draft -- those men and women will have to be encouraged to join to begin with. To this end, there is little doubt that the "quality of military life" will be a prime determinant of whether these highly qualified young men and women join. Also, there should be no doubt -- or short term ignorance -- that how we treat those we are "letting go" will play a key role in the decision of those our military services are trying to "bring in." To put it clearly, AMVETS believes wholeheartedly in both the concept and establishment of transition assistance for separated members of our military, and feel that it should be a permanent policy of the Department of Defense for all separating personnel.

Over the past two months, AMVETS -- primarily through the office of our National Executive Director, Robert Jones, -- has been meeting and

working with officials of numerous departments, agencies, services, and programs dealing with transition assistance, job training, and veterans benefits for both active-duty members and veterans. In the course of this schedule, we found a disturbing number of problems in the conduct of these existing programs; problems, which if not resolved, will certainly affect the usefulness and success of future programs.

First and foremost is the obvious difficulties in coordination between the various programs which currently exist.

For instance, we have studied carefully the Transition Assistance "Memorandum of Understanding" between the Department of Defense, Department of Veterans Affairs, and the Department of Labor -- a document signed by two Assistant Secretaries and the VA's Chief Benefits Director in January of this year and which should be the very essence of the cooperation which should exist between the three major "players" in transition assistance. While we have no doubt that each of these organizations entered into this agreement with the best of intentions, this agreement falls ridiculously short of achieving -- or even laying out -- reasonable goals or objectives. As a matter-of-fact, the "responsibilities" laid out in this MOU are a comprehensive list of what is <u>not</u> occurring out in the field in existing transition assistance programs.

For instance, one segment of the agreement deals with the inclusion of Disabled Transition Assistance Program (DTAP) -- and there is serious question whether the knowledge of the DTAP program exists outside the Department of Labor. We know from our meetings with Department of the Army Representatives that it does not exist within their Army Career Alumni Program's (ACAP). Furthermore, there are numerous other responsibilities

in this agreement that are lacking attention:

- Share information about military personnel reductions as early as possible in order to identify and select locations for TAP expansion;
- Work with the military departments through the DoD point-of-contact to avoid duplication of programs and promote and effective sequence of transition services to affected Service members and their spouses;
- Define baseline facility requirements to promote the most effective program delivery environment;
- Coordinate the support services required of and available through other public agencies, military and veterans' service organizations, and the private sector.

And there are others.

While many of these requirements have been addressed by individual agencies or services, they have not been addressed in coordination with anybody else. And, the key to this program, of course, is coordination of activities and resources.

One prime area of overlap is in the provision of employment services provided by the ACAP Job Assistance Centers and the services provided by the DVOPs and LVERs at the Department of Labor's Job Service Center. In both these locations, services such as employee development, referral, and resume writing are provided to the same individuals in the same geographical area. Furthermore, if certain aspects of program don't directly overlap each other, they could be far more beneficial if they were coordinated.

Where we do see attempts to work together – specifically in regards to the sometimes uncomfortable liaison between DOD's ACAP and DOL's TAP – it has resulted in a "mixed bag" of services provided. In some locations both programs have to compete for time and facilities and may not always share the equal support of the local commander. In cases of services that are contracted out, there have been cases where contractors are unfamiliar with the Veterans Employments and Training Service (VETS) and, in turn, and either been distrustful or uncooperative.

In essence, what we see in this poor communication, lack of coordination, and less-than-forthcoming bargaining are some of the major symptoms of a disease which hinders the efficient implementation of government programs like transition assistance – in the Navy we used to call them "turf battles." As we know this Subcommittee agrees, it is increasingly frustrating to witness "turf battles" between agencies, service, or departments -- particularly now in times of extremely limited resources. We all know that the only people who lose out when these groups "dig their heels in" are those who need the assistance; in this case, worthy, honorable future veterans.

Another concern of AMVETS is that the veterans service organization (VSO) community has yet to see guidance from the Office of the Assistant Secretary of Veterans Affairs for Employment and Training concerning TAP and DTAP and the only communication we receive from the VA is when we initiate it. Furthermore, the fact that counselors from the Physical Evaluation Board Liaison Office (PEBLO) are not included in National Veterans Training Institute (NVTI) planning is a tremendous disservice to disabled veterans and immediately puts the DTAP program at a disadvantaged.

We also want to express our concern that this program will be only as successful as the Department of Defense wants it to be. We say this not because DoD is the major provider of services, but because DoD is the "sole source" provider of the personnel. It is only through a top-to-bottom acceptance of transition assistance services that those lower-ranking people -- far removed from headquarters or congressional hearings – will get the assistance that they need. All who served in the military know the priority of "accomplishing the mission" and AMVETS unequivocally supports it. What we are concerned about is that in the disorganization and uncertainty of downsizing -- combined with a natural commitment to "accomplishing the mission" – many men and women being separated will be left with little more than some paperwork, a mass discharge seminar, and the phone number of a reserve programs recruiter.

While we are obviously pessimistic about the long-range problems associated with the efficient planning and management of a transition assistance program for divided between cabinet-level departments, services, and agencies, we are more than willing to acknowledge those programs and organizations which are doing good work -- and there are many that are.

For instance, the Department of Veterans Affairs, through their office of Veterans Assistance Service, has worked hard at providing the V.A. benefits briefing section of existing transition assistance programs. Furthermore, their efforts in fighting the endless battle over transferring medical records of disabled veterans directly from DoD to the V.A. should be acknowledged. This delay -- upwards of nine months – is simply killing the timely implementation of the DTAP program to qualified veterans.

We also want to commend the Department of the Army for their independent initiatives on their Army Career Alumni Program (ACAP). AMVETS considers ACAP to be a great start towards providing much-needed assistance to separated Army members, and truly reflects the Army's concern for "taking care of their own" – a very admirable concern, But the key to success for all who are eligible for transition assistance, of course, is not how one service can perform the function for their own people, but how they can coordinate assets and energy for the good of all military people.

Mr. Chairman, as we conclude our testimony, we urge this Subcommittee to accomplish possibly the single most important task in the establishment of a comprehensive, workable program of transition assistance: to delineate – at a minimum – the one singular authority to plan, organize, implement, publicize, and monitor transition assistance. One recurring theme throughout our meetings with the services, agencies, and departments involved with the provision of transition assistance is that, in the words of one DoD representative, "There is no one in charge." While we do not want to assume the worst, we feel that without "somebody in charge" the responsible parties -- the very best intentions aside -- will waste countless "days and dollars" in coordination, duplication, and "turf battling." And as we stated earlier, the only group that will suffer under these conditions will be those members of the military who need transition assistance.

This request being made, obviously we realize that this subcommittee does not have the authority to appoint a "Transition Assistance Czar." We do hope, however, that you will appreciate the inherent inefficiency with

establishing and operating such a program which currently crosses numerous bureaucratic boundaries. Or, as was told to us by a high-level official involved with transition assistance, an endeavor, "...which is fraught with difficulties."

Again, AMVETS wishes to express our sincere appreciation to the Committee for allowing us to provide our thoughts and concerns to you in these areas. We stand by to provide you with any further information or support.

STATEMENT OF
RONALD W. DRACH
NATIONAL EMPLOYMENT DIRECTOR
DISABLED AMERICAN VETERANS
BEFORE THE
SUBCOMMITTEE ON EDUCATION, EMPLOYMENT AND TRAINING
OF THE
COMMITTEE ON VETERANS AFFAIRS
U.S. HOUSE OF REPRESENTATIVES
JULY 25, 1991

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE:

On behalf of the more than 1.3 members of the Disabled American Veterans and its Ladies' Auxiliary, I want to thank you for conducting these most important hearings on the Transition Assistance Program (TAP) and Disabled Transition Assistance Program (DTAP). We believe this hearing to be very timely, Mr. Chairman as we do not believe the TAP/DTAP programs are being implemented as Congress intended. While I am sure there are very successful ongoing programs, we are concerned that DTAP has taken a back seat and has received little, if any, direction from the Department of Labor to assure disabled active military people receive the attention they need and deserve.

DTAP

Because DTAP is designed to provide services to those military members who have known disabilities which may result in Physical Evaluation Board processes or discharge from military as a result of these impairments, they deserve not only special consideration, but priority consideration. We do not believe this is happening.

Mr. Chairman, we have reason to believe disabled service members are hospitalized at various military medical facilities, including Walter Reed Army Medical Center, and are not being visited and counseled by VA personnel on a timely basis.

Of particular concern is the timeliness with which these individuals are seen and advised of their rights to file a claim, particularly compensation, vocational rehabilitation and the potential right to have their cases reviewed by a Physical Evaluation Board. This same situation existed 25 years ago when disabled troops were returning from Vietnam.

Mr. Chairman, the following personal story is not unique. Almost 25 years ago, I spent approximately four months either as a patient or as a disabled service member assigned to Walter Reed Army Medical Center. During that four months, I never received any information or any visit from a representative of the Veterans Administration to advise me of any rights or benefits that I might be entitled to. Four months of valuable time that could have been spent preparing for a vocational rehabilitation program were lost.

Earlier this year, we learned of several disabled service members who were hospitalized at Walter Reed here in Washington, D.C. In spite of the fact they had been there for months, no one from the VA was up to see them. This could be largely due to officials at Walter Reed not calling the VA. However, we have learned that there are currently approximately 150-200 disabled service members assigned to medical hold at Walter Reed and the VA still does not visit them on a routine basis. We believe it is imperative that a DTAP program be established as soon as possible at Walter Reed and the VA Regional Office be an integral part of that DTAP program.

Mr. Chairman, there have been many parades and other honors bestowed upon those who served in Desert Shield/Desert Storm. Those who were disabled in support of those efforts have not only not received a parade, they are are not even informed of what benefits may be available, nor have they been advised of their right to file a claim and initiate the rehabilitation process at an early time. This, in our opinion, is unconscionable.

Mr. Chairman, the VA has provided us a list of 18 "Major Military Medical Discharge Centers." How many of these have an active DTAP? Another question must be asked, "What is the curriculum used in DTAP?" We believe there is no uniform program nor a national curriculum.

Mr. Chairman, in February of this year, the VA convened a meeting to discuss implementation of DTAP. That meeting took place here in Washington, D.C. and included several VA chiefs of vocational rehabilitation from around the country, Department of Labor officials, Department of Defense and veterans' service organization representatives.

A summary of that meeting was provided us in April of this year. Eleven agreed upon issues evolved from the 2-1/2 day meeting. Additionally, the group agreed on the respective roles of the Department of Veterans Affairs (VA), Department of Labor (DOL) and Department of Defense (DOD). While we applaud VA for conducting this meeting, we wonder what has been accomplished to implement the recommendations. For example, has the Department of Labor, as the lead agency responsible for organizational structure and coordination of DTAP, developed an organizational structure and communicated it to the other agencies, including the local entities involved. Have they advised VA on the number of potential DTAP participants? Have they provided VA with a schedule of TAP classes? Have they collected data as agreed to?

Has the Department of Defense identified accessible training facilities for the disabled service member to be able to attend a TAP/DTAP? Has DOD encouraged attendance of service members at the TAP/DTAP? Has DOD implemented a mandatory attendance policy for DTAP for those service personnel who are to be medically discharged? Has DOD established a single military point of contact for VA and DOL officials involved with DTAP?

In response to some of the veterans' service organization (VSO) concerns, we were told that a policy would be developed once a determination was made as to what services VSOs can provide and where. We have not been contacted by anyone to respond to that type of concern. In response to a recommendation that some sort of tracking or follow-up system be implemented, we were informed, "We intend to implement such a system based on the Desert Storm model which was recently developed at VA." Mr. Chairman, has this been done? We haven't seen it.

Mr. Chairman, as you may know, I chair the VA's Advisory Committee on Rehabilitation. Our last meeting was held at the VA Medical Center, Hampton, Virginia and included a visit to Norfolk Naval Base where we observed a Physical Evaluation Board briefing and talked to officials responsible for the TAP program. As chairman, I have asked the DTAP program be put on the agenda for our next meeting, tentatively scheduled for early September. The major focus is to have the committee receive an update on all of the recommendations and issue items identified in the report following the February 1991 DTAP meeting hosted by the VA. I will keep you informed of the status of that meeting and provide you with the information we receive as well as any

recommendations the Advisory Committee may forward to Secretary Derwinski.

TAP

Mr. Chairman, on May 11, 1990, when the DAV appeared before the Senate Committee on Veterans Affairs, we expressed several concerns. One bears repeating because it is as true today as it was 14 months ago.

> We are concerned that there have apparently been no written directives or plan provided to field personnel. While all presentations have been given to military installations which are selected program sites and employment service offices in these states, the written information distributed has generally been a 'lap brief,' agenda and little else. Thus, there appears to have been no specific responsibilities assigned other than at the national level. We suggest that Assistant Secretary Collins immediately issue clarifying instructions with a plan to all involved.

Mr. Chairman, we believe that those types of instructions need to be provided not only by DOL, but VA and DOD. In the event they have been developed and disseminated, veterans' service organizations should be provided a copy.

Following our testimony, Senator Cranston requested a letter from the DAV setting out in more detail our concerns That letter dated May 11, 1990, indicated the following:

(1) Although the DAV had initiated several meetings with the U.S. Department of Labor (DOL) regarding our interest in supporting the DOL initiatives, the Assistant Secretary of Labor testified on May 11, 1990, that no veterans' service organizations were participating in the TAP/DTAP programs. In fact, we were already participating at sites in California, Colorado and were preparing to participate at sites in Texas, Virginia and Florida.

    At that time, except for California and Colorado, our participation was being requested by military installation commanders, not the DOL or State Employment Service Agencies (SESAs). In fact, we felt that without the military cooperation, we would not have been able to participate as early or effectively as we did.

(2) We complained of the lack of direction provided by the DOL. We felt that a clear initiative had to be established by the U.S. Department of Labor to obtain the cooperation and support of its sister federal agencies and the state agencies involved. This lack of initiative complicated our efforts also. It was impossible to target our limited resources when there was no clear program plan or direction.

SERVICE MEDICAL RECORD (SMR) REVIEW

In large part, we attribute the lack of cooperation by the Department of Labor to their lack of recognition of the importance of early service connection of medical conditions to transitioning military personnel. Not only is there the potential preference in employment provided disabled veterans, but additional education and rehabilitation programs and service-connection of progressive diseases that may later be debilitating or lead to the death of the veteran.

Many claims are denied by the VA because a condition is not diagnosed while the veteran is still in the military. The SMR review provided at the preseparation briefing can overcome this problem by informing the military person of the need for a diagnosis prior to separation.

Mr. Chairman, as you can tell from our discussion, we feel very strongly about the importance of this SMR review. Although the Pentagon is not a TAP site, we were asked by officials at the Pentagon several years ago to provide SMR review to separating flag officers. Following completion of those reviews, the flag officers are asked to evaluate the process they just completed. We recently received a series of evaluations and at the same time received similar evaluations of our involvement with the CAP program in California. We were so pleased with the comments, we sent a letter to Assistant Secretary Collins as well as officials at the Department of Veterans Affairs and Department of Defense. A copy of the letter to Mr. Collins is attached.

Also attached is a letter from Commander J.L. Halverson, Department of the Navy, Pacific Fleet, San Diego, California to the supervisor of our Los Angeles, California office thanking him for DAV's involvement in the preseparation program. That letter states in part, "The participation and support of the Disabled American Veterans have proven to be an invaluable asset in the success of the PCAP course. It is very important to note that over the past two months the DAV members screening health records of Navy personnel have discovered three individuals who have had apparent heart attacks and one individual who had diabetes which were undiagnosed during the course of their annual physicals. These four cases graphically illustrate the significant contribution the DAV and your personnel have made in support of Navy personnel" (emphasis added).

We also wonder, Mr. Chairman, whether the agencies themselves are talking to one another. It is our understanding that the Department of Labor conducted a meeting several months ago in Dallas to discuss the TAP/DTAP program. As we understand it, no one from the VA was invited and we don't know about DOD. Additionally, a month or so ago, VA held a meeting in Pittsburgh, Pennsylvania. They did invite DOL officials. Veterans' service organizations were not invited to either.

Public Law 101-510, the Defense Authorization Act of 1991, established the preseparation briefing pilot program as an ongoing national program and required the Secretary of Labor to "use representatives of military and veterans' service organizations...." The law does not allow for the utilization of military and veterans' service organizations, it requires it.

We continue to be frustrated at the lack of cooperation shown to military and veterans' service organizations by the Department of Labor. On numerous occasions we have recommended to the Assistant Secretary of Veterans' Employment and Training and his staff that a meeting with military and veterans' service organizations needs to be called by his office explaining the TAP/DTAP initiative. Such a meeting could also allow for an exchange of information identifying how military and veterans' service organizations could be used.

DAV INVOLVEMENT

Mr. Chairman, in spite of all the barriers put before us by the Executive Branch, DAV has been successful in accessing local programs through the cooperation of local job service offices, military installations and VA offices. All told, 16 of our offices are providing services at 40 military installations.

As an example, most recently, with the total cooperation of the U.S. Navy, and particularly the Naval Base at Norfolk, Virginia, DAV opened a full-time office on base in Norfolk. This office has been staffed with one full-time National Service Officer who recently hired a secretary. The Navy has been extremely cooperative in assisting us in having this office established and has been invaluable in integrating us into their TAP program. We would be remiss if we did not publicly thank Commander George Keller for his support and leadership in making this program and office come to fruition.

GENERAL CONCERNS

As this Committee is all too aware, the security of the nation is dependent upon young men and women willingly interrupting their civilian pursuits to serve as citizen soldiers.

For many, this break may be four to six years. For others the military will become a career. At some future date, they will be released from the military and have to reestablish themselves as civilians.

Historically, preparing men and women to serve has been a primary concern of military leaders. Rigorous and difficult training is a key element of any serviceman and woman's military experience. Such training is critical to the preparation of men and women to carry combat to those who would harm the interests of the United States. However, until recently, there was little done to prepare these men and women to reenter a civilian labor market with which most had little experience before entering the military.

When faced with the decision to reenlist or leave the military, insufficient information was available to make a good decision. This led to lower reenlistment rates, long term and multiple unemployments, limited matching of military skills to civilian jobs, longer use of unemployment compensation for ex-service members (UCX) and other problems associated with major career changes by people with limited civilian labor market skills and experience.

In 1978, the California Employment Development Department began to provide preseparation briefing programs to separating military personnel. These briefings provide basic information that allows them to make a more informed decision regarding this important career move. Those who decide to separate have information which helps them in future job hunting efforts. Basic information such as how to complete a job application, a resume and how to conduct themselves during a job interview was provided. We are informed that the results are higher reenlistment rates, increased enrollment in the reserves and National Guard, reduced usage of UCX, shorter periods of unemployment and higher paying jobs.

In 1984, the DAV was invited to present seminars on veterans' benefits and to provide a unique service commonly referred to as Service Medical Record (SMR) review.

In program after program, the SMR identified disabilities for which a claim should be filed with the Department of Veterans Affairs (VA). Frequently, as many as 80 percent of the participants had a condition for which a claim should be filed. The veteran often had no idea that a progressive disease such as high blood pressure, diabetes and others had already been documented in their medical records, but had not been diagnosed. In many cases, at that time, the conditions weren't serious enough to cause them a great deal of hardship. In

others, they knew they had a medical condition but had no idea that the VA would service connect the condition. We found this to be particularly true of female military personnel who often assumed that because their female medical conditions were not combat related, their conditions could not be service-connected.

In December, 1989, Public Law 101-237 was signed by the President identifying the California preseparation program as a model for pilot programs to be established in from five to ten states from 1990 to 1992. The U.S. Department of Labor, in cooperation with the Department of Veterans Affairs and the Department of Defense, was assigned the lead agency role. Disabled Veterans' Outreach Program personnel were to be the primary source of personnel to present the seminars. The conference report accompanying the bill recognized the DAV participation as a part of the model and stated its intent that the State Employment Service Agencies (SESA) have the discretion to use veterans' service organizations such as the DAV as a part of the pilot.

ACAP

Mr. Chairman, a rather unique approach to providing transition services, and particularly employment services, has recently come to our attention. The Department of the Army has developed their own Army Career and Alumni Program (ACAP). This program has engendered some controversy because in many areas they are not using the resources available through the network of job service offices.

The state job services are upset over this program because they believe monies spent on ACAP employment services could be used by the local job service and they, the job service, can provide job-finding assistance. They are concerned that ACAP is setting up a separate, distinct and sometimes duplicative service that could best be provided by them.

Another unique approach to employment of veterans by ACAP is the marketing of this program, calling the veterans "military alumni." An article appeared in a recent issue of the Fact Finder which is published by the Jamestown Area Labor Management Committee and Jamestown Community College in Jamestown, New York. The following represent some of the emphasis placed on the quality of military experience and how it can relate to the civilian labor force:

- Today's soldier population offers a more effective potential work force than the general population.
- Ninety-two percent of the men and women entering the Army are high school graduates. Approximately 16 percent of enlisted soldiers have earned bachelor's degrees. For Army officers, that number jumps to 97 percent.
- Gone are the days when employers looked on ex-military personnel as a low-skilled, poorly-educated work force.
- By the year 2000, even Army alumni skilled solely in military specialty areas will have acquired competence above and beyond their civilian counterparts in areas such as personnel administration, workload management, and leadership.

By contrast, the article points out:

According to the Department of Education, nearly one million youths drop out of high school each year. In some school districts, the rate exceeds 50

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percent. Less than 40 percent of high school graduates can understand an average New York Times article or figure out their change when paying for lunch. Between 17 and 21 million U.S. adults are functionally illiterate.

Mr. Chairman, this article obviously paints the "Army Alumni" in a very favorable light. It is refreshing to see the experience veterans attain while on active military presented in such a positive manner. Many of the skills identified in this article are not unique to the most current military force, but skills that are learned generally while serving on active duty. Our biggest concern about ACAP is, in fact, whether or not they are developing an entirely new service delivery system without using existing resources available through the LVER/DVOP network.

EXECUTIVE BRANCH TESTIMONY

During the TAP/DTAP oversight hearings July 18, 1991, before this Subcommittee, the Assistant Secretary of Labor, Veterans' Employment and Training Service, testified that TAP will expand during Fiscal Year 1992 to 168 military installations in the United States and that 1,200 briefings will be presented. He also pointed out that additional personnel will be hired, on a temporary basis, to meet the initial increased demand on DVOP and LVER staff. During that same testimony, he indicated that the additional workload experienced by SESAs in implementing the TAP program, is being absorbed by SESAs without any service delivery problems.

We believe this is much too rosy a picture. Department of Labor data has already established that in some states, DVOPs and LVERs do the bulk of the veterans' work in the local ES office. We also know that the number of job seekers is up and the number of jobs is down during this recessionary period.

We encourage this Subcommittee to request the Department of Labor to provide a state-by-state analysis of service provided by LVERs and DVOPs as compared to other state agency staff. Such an analysis should include data indicating the increase or decrease in certain services over the past ten years. These services are testing, counseling, job development, referral to training, placements in employment of three days or less and employment of 150 days or longer, number of applicants broken out by veteran status and the number of veteran applications inactivated without a service.

We believe that such an analysis will show a continuing decline in services over the past ten years as the SESAs have suffered nearly a 50 percent cut in staff.

Following that analysis, the Department of Labor should provide the Subcommittee a state-by-state listing of LVER/DVOP FTE staff levels and projected FTE required to serve 168 installations and providing 1,200 military preseparation briefings.

We believe this information will provide a better quantitative picture of what may actually be occurring.

As we outlined earlier in our statement, we continue to be concerned about the Disabled Transition Assistance Program (DTAP). Except for Assistant Secretary Collins' apologies for the current inadequate implementation of this program, little was said about it in last week's testimony. Our experience to date has been that while service to disabled military personnel was a cornerstone in justifying this program, no uniform, consistent program has been developed. Once again, we believe the Department of Labor has missed the whole point in service to

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people with disabilities. It is critical that they be identified early on with rehabilitation and other service intervention provided quickly.

All too often these new initiatives have assumed that serving the disabled is too difficult and demanding, that they may be unemployable, or that the disability issue should be set aside until later. We would remind the Department of Labor that DVOP personnel are the mainstay of this program yet services to the soon to be separated disabled veterans have apparently been placed second, if at all.

CONCLUSION

Finally, Mr. Chairman, we bring to your attention a matter that we believe has the potential for grave consequences for any employer who openly attempts to provide any voluntary, special consideration in the hiring of veterans. As you know, the Department of Defense and the Department of Labor indicated that they are contacting private employers to encourage the hiring of veterans. Additionally, the Department of Defense is putting in place certain mechanisms which may make information on separating military personnel available to employers and employee information available to separating military personnel. However, the Equal Employment Opportunity Commission (EEOC) has published a policy guidance to its field staff which indicates " ... it is the Commission's view that [veterans'] ... preferences have an adverse impact on women for Title VII purposes." The policy continues, "Accordingly, in any charges raising the issue, the Commission will presume the existence of adverse impact."

Mr. Chairman, the commission did not restrict its objections to the adding of points or other preference mechanisms but also found objectionable such measures as extending age limits on eligibility for apprenticeship programs by the length of time the person served in the military.

We are attaching a copy of our letter to the Chairman of the EEOC dated March 26, 1991, in which we request that he review and rescind his policy. We argued that the Commission used outdated data and failed to recognize the demographics of those who served, including women; the small number of male veterans compared to nonveterans (male and female) in the labor force; the impact of the all male draft which created the predominately male veteran population and Supreme Court decisions upholding veterans' preference.

The EEOC response, also attached to this testimony, acknowledged our letter but indicated their refusal to rescind this misguided policy.

Mr. Chairman, that concludes my statement. I will be happy to respond to any questions.

STATEMENT OF

CLIFTON E. DUPREE, ASSOCIATE LEGISLATIVE DIRECTOR

PARALYZED VETERANS OF AMERICA

BEFORE THE

SUBCOMMITTEE ON EDUCATION, TRAINING AND EMPLOYMENT

OF THE

HOUSE COMMITTEE ON VETERANS' AFFAIRS

CONCERNING

TRANSITION ASSISTANCE PROGRAM

JULY 25, 1991

Mr. Chairman and Members of the Subcommittee, it is a pleasure and personal privilege to appear here today on behalf of Paralyzed Veterans of America (PVA), a Congressionally chartered veterans' service organization. PVA appreciates this opportunity to present its concerns as they relate to your review of the effectiveness of current employment and training programs conducted by the Department of Defense, Department of Veterans Affairs, and Department of Labor which affect our Nation's veterans.

Over the years, providing counseling services, training and employment opportunities to the Nation's veterans and disabled veterans has proven to be a beneficial program for the government, the private sector and, especially, for the disadvantaged individual needing assistance in job placement. Today, these programs are no less important and continue as one of the most significant benefits available to former military personnel.

The Department of Defense will greatly reduce the personnel strength of the U.S. Armed Forces over the next several years. In addition to the regular discharge rate, the increasing numbers of military personnel who will be separating from the Armed Forces raises the necessity of properly preparing for their transition to civilian status.

PVA strongly believes that all service disabled veterans, regardless of their period of service, should receive permanent and foremost preference in employment training and job placement programs. The Disabled Transition Assistance Program (DTAP) should provide the transition assistance needed by military personnel who were eligible for service-connected disability compensation upon separating from the military.

As a member of the Department of Labor's Advisory Committee on Veterans Employment and Training, PVA is concerned about the lack of appropriate funding by the Administration for the Department of Labor to staff the Disabled Veterans' Outreach Program Specialists (DVOPs) and the Local Veterans' Employment Representatives (LVERs) programs at the state level.

Inconsistent funding due to arbitrary OMB cuts contributes to the difficulty of successfully conducting essential employment programs intended to serve the needs of all people.

The Veterans' Employment and Training Service has developed some figures which show that the $4 million investment in the TAP program will result in an $11 million savings in the unemployment insurance account. Military personnel who participate in transition assistance will find meaningful employment on an average of eleven days sooner that those who do not participate.

The average starting salary for transition assistance participants is $3,500.00 higher than for someone who has not participated. Mr. Chairman, these numbers are significant, and deserve the attention of this Subcommittee, the Department of Labor, and the Department of Defense.

It concerns PVA when we consider the effects the cut-backs will have on the employment of veterans, disabled veterans and the

estimated 250,000 military personnel who are being released from the Armed Forces, over the next two years, in addition to the other 250,000 who are released annually through normal attrition.

The Veterans' Employment and Training Service at the Department of Labor, using state employment service personnel, normally DVOPs and LVERs, has done a creditable job of setting up pilot programs and then expanding them to provide comprehensive transition assistance at most major military installations throughout the United States.

Most programs cover a period of at least two and one-half days and provide, to separating service personnel, the information required to find civilian employment after separation.

PVA believes, that in today's ever-changing job market, it is imperative that individuals who are separating from the Armed Services be provided with the very best in counseling and factual information to eliminate as many barriers to employment as possible.

Mr. Chairman, that concludes my testimony. I will be happy to answer any questions you may have.

STATEMENT OF

BOB MANHAN, SPECIAL ASSISTANT
NATIONAL LEGISLATIVE SERVICE
VETERANS OF FOREIGN WARS OF THE UNITED STATES

BEFORE THE

SUBCOMMITTEE ON EDUCATION, TRAINING AND EMPLOYMENT
COMMITTEE ON VETERANS' AFFAIRS
UNITED STATES HOUSE OF REPRESENTATIVES

WITH RESPECT TO

TRANSITION ASSISTANCE PROVISIONS CONTAINED IN THE NATIONAL DEFENSE AUTHORIZATION ACT FOR FISCAL YEAR 1991

WASHINGTON, D. C. JULY 25, 1991

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE:

Thank you for inviting the Veterans of Foreign Wars of the United States (VFW) to participate in this oversight hearing. It is my privilege to represent our 2.9 million members, which includes our Ladies Auxiliary. As a veterans' service organization we are very much interested in all plans, programs, and problems involved in the multifaceted effort to assist active duty personnel and their families return to the private sector of life.

Historically, the VFW has always supported any and all efforts to expand the scope of benefits for veterans, and to improve the services veterans are entitled to receive. At our August 1990 National Convention the VFW adopted the following six resolutions that have a direct bearing on our hearing this morning. They are entitled:

- Eliminate Hardships For Those Subject to Reduction in Force Measures;
- Establish Permanent Military Pre-Separation Employment Programs;
- Increase Unemployment Compensation for Ex-servicemembers;
- Expedite Military Personnel/Medical Records to VA;
- Require Veteran Hiring Preference in all Public Sector Employment, and;
- Grant Military Severance Pay to Enlisted Personnel.

Copies of each of these resolutions are attached to this statement. It should be noted that in varying degrees, positive action by Congress has been taken on each of these proposals except on the issue of allowing discharged and/or separated military men and women to receive unemployment compensation on the same terms as is granted to all other "out-of-work" persons in America, to include those who may not even be U.S. citizens. We trust the Veterans

Affairs Committee will do everything within its power to either take the initiative to change this law, or to fully support any other committee which is attempting to correct this shameful inequity. At the present time our separated military people must wait four or five weeks before they are eligible to receive 13 weeks of unemployment compensation. However, everyone else will experience only a one week delay, and then they receive 26 weeks of federal benefits. This simply does not make sense today. In sum, all separating service members should be entitled to full unemployment benefits without regard to whether the separation is voluntary or involuntary.

As we recall, the Transition Assistance Program (TAP) began in earnest on a pilot basis in May 1990. Initially the program suffered from a lack of adequate resources and less than enthusiastic support and cooperation from some military installations. However, TAP was formalized as part of Public Law 101-510 in Fiscal Year 1991 without any major funding. What was different, however, was that TAP was a combined effort involving the departments of Labor (DOL), Defense (DOD), and Veterans Affairs (DVA). Significantly, DOL has the leadership role for the development and delivery of TAP through partnership arrangement with State Employment Security Agencies (SESA) and the cooperation of host military installations.

The thrust of TAP is to establish programs for members of the armed forces and their spouses who are within 180 days of separation to receive the necessary information about how to apply for employment and training opportunities and assistance, as well as VA counseling, and information regarding VA entitlements. Obviously this is a very large and complex effort designed to produce synergistic results. Said another way, the VFW firmly believes the cooperative efforts of these separate departments has resulted in a greater degree of help to veterans than the sum of veteran assistance historically provided independently by these same departments. The key to this effort is to help veterans understand what their many entitlements and other assistance programs are while they are still on active duty and receiving a pay check. This should have a very positive effect on anyone who must change life styles, geographic location, and seek new employment all in a relatively short period of time. These same conditions are certainly intensified for those who entered the military service physically and emotionally fit, but who are returned to society with disabilities.

While all of these informational and assistance programs are important, in the judgment of the VFW, the single most important effort deals with EMPLOYMENT. This includes preparing military people on how to enter the civilian job market and later on how to contact appropriate federal, state, and local employment service agencies which will act as a broker between themselves and the future employer.

Along this same line of concern, Senator Rockefeller and ten cosponsors introduced on June 6, 1991, Senate Joint Resolution 157, "Hire A Veteran Week". It was fitting that the nation was honoring Persian Gulf veterans with parades that same week. However, Senator Rockefeller summed up everything, in our opinion, by saying in part:

> "Nevertheless, as we celebrate and honor our veterans, we must also be aware of the concerns that veterans and their families will face after the parade ends and as they must begin to make the transition from military service into civilian life.
>
> "Employment is a major issue for all veterans, especially in our present economy."

About two weeks ago, on July 10, 1991, Ms. Marcy Kaptur, a former member of the House Veterans Affairs Committee, also addressed the broader issue of unemployment in the United States when she said on the House floor:

> "Mr. Speaker, last week the Department of Labor announced the unemployment rate is up to 7 percent. There is little encouragement in that to those who have been laid off and are desperately looking for work. Add to that the 1.2 million long-term unemployed workers who have exhausted their benefits and must turn to public assistance programs to survive.
>
> "Welfare rolls are at an all-time high in America—4.4 million families—with the fastest rising category being those who have fallen off the unemployment rolls. To make matters worse, States are slashing benefits at a time when they are most needed."

The primary purpose for using these two selective quotations before this subcommittee is to put the issue of "jobs for veterans" in what the VFW considers to be a very realistic setting.

At this point we would like to make a few comments about Department of Army's Army Career and Alumni Program (ACAP), which also provides job assistance services. ACAP is a comprehensive program designed to provide transition and job assistance service to the army family, including displaced civilian army employees. Aside from giving commanders an effective mechanism for seeking out quality retention prospects, ACAP provides, through job search workshops and seminars, counseling on the effects of a career change and prepares an

individualized transition plan for each soldier/spouse or civilian who seeks its services.

Although the value of an on-base employment assistant effort cannot be denied, we are concerned over what appears to be a duplication of effort between ACAP and SESA's, also known as public job service offices. Through an established nationwide network of local job service offices, a well trained staff of employment professionals, particularly the veterans' employment specialists, have done and continue to do a good job of providing employment services to veterans.

Our concern is heightened by the fact that there appears to be little coordination of services between ACAP and SESA's which, incidentially, has had to endure unrealistic budget cuts over the past several years. We believe that improvement in coordination with services between these agencies in getting maximum benefits from federal dollars spent should be a major concern of this subcommittee. We therefore request that this body take a closer look at these programs and take appropriate actions to ensure that any duplication found will be eliminated.

The VFW did have the benefit of attending this subcommittee's hearing last week, July 18, when each of the federal departments plus the different military services discussed the entire program and their ongoing efforts to meet their respective requirements of the law. Also addressed were the plans to expand the physical sites to provide transition assistance to as many soldiers, sailors, marines, and airmen as possible. Needless to say, this is a big order when we recall that many separated persons are overseas returnees and/or are leaving a ship or remote station.

In closing, the VFW's concerns are threefold. First, we want this effort to continue as a properly funded program. Second, we are concerned about duplication, and possibly even a triplication, of some programs, particularly ones involving employment counseling and assistance. Last, but by no means least is the real problem that too much of the written and oral "assistance" information will be provided in "bureaucratise", i.e. assistance given by technical experts that can only be understood by a similarly qualified technical expert.

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To help correct this last problem the VFW is more than willing to participate at the separation centers on major military installations to provide follow-up assistance that a veteran might request. Of course we are open to any suggestions for other assistance desired or requested by DOL, DOD, or DVA while always mindful of our mission to act as an advocate for the veteran.

This concludes our formal statement, Mr. Chairman. I will respond to any questions you or the members of this committee may have. Thank you.

Resolution No. 452

ELIMINATE HARDSHIPS FOR THOSE SUBJECT TO REDUCTION IN FORCE MEASURES

WHEREAS, the Congress of the United States, spurred by the lessening threat of Soviet attack in Europe and the budget deficit at home, want to reduce defense costs and are considering reductions in officer and enlisted manpower over the next several years; and

WHEREAS, active duty officers who would be subject to a Congressionally-mandated reduction in force are currently provided, by law, with compensation for their years of service; and

WHEREAS, active duty enlisted men and women who also would be subject to a reduction in force are not protected by law and thus not currently provided any compensation for their years of service; and

WHEREAS, any large scale reduction in force would leave many former servicemen and women and their families without any compensation, medical care insurance and job opportunities; now, therefore

BE IT RESOLVED, by the 91st National Convention of the Veterans of Foreign Wars of the United States, that the Veterans of Foreign Wars of the United States urges Congress to include within the Defense Authorization Bill provisions to provide transition assistance for all servicemen and women who may be subject to a reduction in force; and

BE IT FURTHER RESOLVED, that we urge the Congress to provide enlisted members compensation for years of service similar to that provided to officers and that this be included in a transition assistance package that would also provide job training, medical and insurance coverage and home relocation assistance.

Adopted by the 91st National Convention of the Veterans of Foreign Wars of the United States held in Baltimore, Maryland, August 17-24, 1990.

Resolution No. 452

Resolution No. 608

PERMANENCE OF MILITARY PRE-SEPARATION EMPLOYMENT PROGRAMS

WHEREAS, the Department of Defense (DOD) estimates that with a constant active duty strength of approximately two million persons, the armed forces will discharge approximately 300,000 veterans each year, of which approximately 20,000 per year will have service connected disabilities; and

WHEREAS, many recently separated veterans confronted with transition to the civilian labor force require vocational guidance, employment assistance, and retraining; and

WHEREAS, a Department of Army (DOA) study reflects that it takes approximately five years for a veteran to become equal in earning power to those peers who did not serve in the military; now, therefore

BE IT RESOLVED, by the 91st National Convention of the Veterans of Foreign Wars of the United States, that we hereby urge the Congress of the United States to enact legislation to meet newly separating veterans' needs by making a concentrated effort to coordinate with the Departments of Labor and Defense (DOL and DOD), a permanent pre-separation employment programs at all military discharge facilities of each military service, and that employment assistance be rendered by Veterans' Employment and Training field staff not more than 180 days prior to discharge; and

BE IT FURTHER RESOLVED, that all pre-separation programs established must comply with the established service priorities as outlined in section 2002, title 38 United States Code (USC), and that all service persons who are patients transferred to Department of Veterans' Affairs medical centers prior to discharge will be afforded the opportunity to receive and participate in the Department of Veterans' Affairs Vocational Rehabilitation Services.

Adopted by the 91st National Convention of the Veterans of Foreign Wars of the United States, held in Baltimore, Maryland, August 17-24, 1990.

Resolution No. 608

Resolution No. 611

INCREASE UNEMPLOYMENT COMPENSATION FOR EX-SERVICEMEMBERS

WHEREAS, subchapter II - Ex-Servicemen (5 USC, subsection 8521) codified August 28, 1958, main volume, and subchapter II - Ex-Servicemen, amendments to the law including those made as a result of Public Law 97-362; and

WHEREAS, the Code of Federal Register (CFR), October 17, 1988, Part III - Department of Labor, 20 CFR Part 614 Unemployment Compensation for Ex-Servicemembers, issued the Final Rule, Volume 53, No. 200 Pages 40530 through 40560; and

WHEREAS, the criteria for determining and implementing the program of unemployment compensation for ex-servicemembers is discriminatory and unpatriotic requiring a four week waiting period prior to receipt of benefits and a limit of 13 times the weekly benefit amount (13 x WBA) the aggregate amount of benefits payable in a single benefit year; and

WHEREAS, other workers are entitled to benefits immediately upon filing; and

WHEREAS, other workers are entitled to 26 weeks of benefits; now, therefore

BE IT RESOLVED, by the 91st National Convention of the Veterans of Foreign Wars of the United States, that we petition Congress to amend the unemployment compensation benefits for ex-servicemembers, to enable them to secure benefits immediately upon filing after receiving an honorable discharge and to receive 26 weeks of benefits.

Adopted by the 91st National Convention of the Veterans of Foreign Wars of the United States, held in Baltimore, Maryland, August 17-24, 1990.

Resolution No. 611

Resolution No. 640

MILITARY PERSONNEL/MEDICAL RECORDS

WHEREAS, military personnel being separated from the armed forces have their military personnel files and medical records transferred to the National Personnel Records Center for permanent retention; and

WHEREAS, in July 1973 numerous records were destroyed, but had the concerned veterans been in possession of copies of their records, the opportunity to obtain benefits would have been improved; and

WHEREAS, former military personnel who file claims for benefits with the Department of Veterans Affairs must wait until the appropriate service records are received before entitlement may be established; and

WHEREAS, it often takes an inordinate period of time to retrieve these records, often up to six months; now, therefore

BE IT RESOLVED, by the 91st National Convention of the Veterans of Foreign Wars of the United States, that we urge the Secretary of Defense and the Secretary of Transportation with respect to the Coast Guard, to direct that personnel being released from active duty be provided a certified copy of their service/medical records, thereby ensuring that claims for veterans benefits are processed without undue delay; and

BE IT FURTHER RESOLVED, that the Department of Defense be required to perform a complete physical examination on all personnel being separated from active military duty.

Adopted by the 91st National Convention of the Veterans of Foreign Wars of the United States, held in Baltimore, Maryland, August 17-24, 1990.

Resolution No. 640

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Resolution No. 687

VETERANS PREFERENCE IN PUBLIC SECTOR EMPLOYMENT

WHEREAS, a grateful nation, following each war, has indicated its thanks to those who bore the battle by providing certain rights and benefits, one of which has been a small advantage when seeking federal employment and in retention of that employment; and

WHEREAS, absence from a highly competitive job market creates an unfair and unequal burden on veterans, upon completion of their military service, in competing with their nonveteran peers, which this preference in federal employment is intended to overcome in part; now, therefore

BE IT RESOLVED, by the 91st National Convention of the Veterans of Foreign Wars of the United States, that we strongly support veterans preference in federal, state and local employment, as provided by a grateful nation, and oppose any effort to reduce this preference.

Adopted by the 91st National Convention of the Veterans of Foreign Wars of the United States, held in Baltimore, Maryland, August 17-24, 1990.

Resolution No. 687

Resolution No. 725

SEVERENCE PAY FOR ENLISTED PERSONNEL

WHEREAS, changing world conditions have prompted the leaders of our nation to mandate a reduction in defense spending; and

WHEREAS, such a reduction will result in the displacement of members of the Armed Services greater than any reduction since the end of hostilities in the Vietnam conflict; and

WHEREAS, this reduction will result in the forced separation of men and women who volunteered to serve and who intended to make a career of military service; now, therefore

BE IT RESOLVED, by the 91st National Convention of the Veterans of Foreign Wars of the United States, that we endorse legislation adding enlisted personnel to the existing section 1174 of Title 10 U.S. Code which will give a severance pay plan similar to that presently available to officers, and that we urge the Congress of the United States to take necessary action to implement this recommendation immediately to ensure that all separated members have the opportunity to make the transition to civilian life in as painless a manner as possible.

Adopted by the 91st National Convention of the Veterans of Foreign Wars of the United States, held in Baltimore, Maryland, August 17-24, 1990.

Resolution No. 725

WRITTEN COMMITTEE QUESTIONS AND THEIR RESPONSE

HON. G.V. MONTGOMERY TO DEPARTMENT OF DEFENSE

(UNCLASSIFIED)

QUESTION 1: I'm very impressed with the initiatives being developed by the Department of Defense, including the DoD Resume Registry. At the same time, I'm concerned that this registry appears to be duplicative of the services currently offered by the Employment Service.

Are you establishing a nearly parallel system? If so, why did you choose to go this route?

Did you discuss the development of this system with the Department of Labor or representatives of the Employment Service?

ANSWER: Section 1143 (c) of Public Law 101-510 requires the Secretary of Defense to assist members and their spouses in locating civilian employment and training opportunities by establishing and implementing procedures to release to civilian employers, organizations, state employment agencies, and other appropriate entities the names and other pertinent information of such members and their spouses. Names must be released for this purpose only with the consent of the individuals. In addition, Section 1148 directs the Secretary to develop a program to assist members of the armed forces overseas and their dependents. This program is to include, to the maximum extent possible, computerized job relocation assistance and job search information.

We worked with the Military Services to develop the Resume Registry because it allowed us a vehicle to meet all the requirements of the law. In other words, the Resume Registry allows us to provide information to other civilian entities as well as state employment agencies. In addition, we are able to provide employment assistance to those families overseas.

Finding jobs in today's market is not an easy task. Every good outplacement professional will tell you that, in order to get the best job, you must network. You contact family and friends and let them know you are looking for a job. You contact the employment service and outplacement agencies. Networking is based on duplication. What we are doing in the Department of Defense is facilitating the exchange of information regarding employment opportunities. We are a broker or conduit of information, providing a medium whereby potential employers and potential employees can contact each other on a voluntary basis. We encourage our people to explore every possible path when seeking employment, with the first stop being the local state employment service.

We encourage individuals to use the state employment service via:

- personal counseling at transition offices;
- the first entry on the employment data base section of the Transition Bulletin Board, which states that the contents are being provided to the U.S. Employment Service for distribution to the local state employment offices;
- information on the Employment Service to employers who express an interest in our resume registry and bulletin board;
- a reference to the U.S. Employment Service in the handouts provided to transitioning personnel.

We are also working with the U.S. Employment Service to determine if we can feed resume registry information on transitioning personnel to the state employment services in order for them to register applicants. This would increase the Employment Service applicant pool without requiring additional time registering with the agencies.

The Transition Assistance Program (TAP) sponsored by the Department of Labor is taught by state employment service personnel, and some bases even have employment service representatives located on the military installation.

In summary, we have worked with the Department of Labor since the outset of this program, and we will continue to do so.

QUESTION 2: What directives have been issued by DoD publicizing TAP and encouraging and promoting maximum participation by Service members in this program, as required under section 1144(c), title 10?

ANSWER: The policy memorandum dated June 7, 1991, directed the Service Secretaries to "encourage maximum participation" in TAP seminars and provided a list of current sites.

Additional coverage by major military publications (Army, Navy, Air Force Times), as well as local newspapers, has provided extensive press coverage of the program. We are developing an electronic bulletin board that will, among other things, provide current TAP information. The Transition Bulletin Board will be available in the fall.

QUESTION 3: What directives have been issued by DoD regarding the quality and characteristics of facilities on bases to be provided for TAP classes? I understand the designated training area on some bases is excellent while other bases have provided space for TAP classes that is entirely inappropriate.

ANSWER: No directives have been issued by DoD regarding the quality and characteristics of facilities in which TAP classes are to be conducted. The quality and characteristics of classrooms used for TAP are certainly important considerations, but are dependent upon a number of variables controlled by the local installations. We do not believe that it is necessary to provide specific instructions regarding the classrooms; we think it is sufficient to rely on the Services to provide adequate facilities. In those instances where classrooms may be deemed inappropriate, we will take steps to resolve the problem.

QUESTION 4: I understand certain changes are being made in the DoD transition office. There are those who see these changes as an effort by the Department of Defense to downgrade this office and get out of the transition business.

Would you describe the changes and the reasons why changes are being made, please?

ANSWER: There is absolutely no intention for DoD to get out of the transition business. The Transition Support and Services Office now consists of four military and four civilian personnel. The only change is that it will be headed by a career GM-15 instead of a temporary SES resource. This change reflects that the more difficult start-up work has been accomplished. The office is entering a more operational phase, no longer requiring this level of leadership. I want to reassure you that this program is not being downgraded, and that I have confidence that those individuals separating from the Military Services will be provided quality transition assistance.

QUESTION 5: Section 1418A of title 38 requires that the opportunity to enroll in the Montgomery GI Bill-Active Duty be extended to certain individuals who are involuntarily discharged.

What direction has been given to the Services regarding contact with individuals who were involuntarily separated prior to the June directive defining involuntary separation? We expect those individuals to be contacted and offered the opportunity to participate in MGIB if they meet the eligibility requirements.

What guidance are you providing the services regarding the required basic pay reduction?

What steps have been taken to facilitate the conversion of eligible involuntarily separated individuals from VEAP to MGIB?

ANSWER: The Secretaries of the Military Departments will make every reasonable effort to ensure all Service members eligible for transition benefits and services who separated prior to the availability of such programs are notified of their eligibility as soon as possible by verifiable notice. Unless a technical amendment to this section is necessary, we will provide eligible members 180 days from the date they receive notice of their eligibility for the Montgomery G.I. Bill to decide whether to enroll. If eligible personnel choose to enroll, each Service will provide these members an opportunity to pay the $1,200 enrollment fee. The enrollment fee will be due and payable in full when an election to enroll is made. To facilitate the conversion from VEAP to MGIB for eligible separated members, we have developed computer codes that identify these individuals and have provided these codes to the Services. The Services have input these codes into their computers and are in the process of informing eligible individuals of the procedures required to convert from VEAP to MGIB.

QUESTION 6: This is somewhat off the topic of the hearing, but I nevertheless want to take the opportunity to ask you about an important issue. A year ago I was assured by DOD that uniform criteria for "discharge for the convenience of the government" were being developed and would be implemented in the near future. Have those criteria been implemented? If not, why the delay?

ANSWER: As I reported to you in February, we staffed a change to the Department's administrative separations directive that would have standardized how we separate members for failure to meet weight control standards. Because this is a major change to policy and a very sensitive issue for the Military Departments, it was extremely important that those involved in implementing this guidance be consulted. We are working now to resolve the differences raised in the staffing process and will incorporate appropriate recommendations made by the Military Departments. However, I assure you that the Department is moving to resolve this contentious issue. I would also like to assure you that resolution of this issue will not hamper our ability to provide transition assistance benefits to our members who meet eligibility criteria.

QUESTION 7. Regarding the skills verification form--

Would errors in a person's form require the person to file with the Board for Correction of Military Records? Would this be a lengthy procedure?

ANSWER: Our goal is for the skills verification form to be provided to individuals six months prior to a person's leaving military service; this would allow time for corrections. We are working with the Services to determine correction procedures, but we do not anticipate having to go to the Board of Military Corrections to correct skills verification forms.

QUESTION 8: How many separations are normal? How much will separations increase during the drawdown?

ANSWER: We normally separate about 330,000 members annually for a wide range of reasons. These reasons range from unacceptable entry level performance to full retirement with 30 plus years of service . . . from voluntary separation at the end of an obligated enlistment to dishonorable discharge due to court martial offenses. Of the 330,000 separations annually, about one-third, or 110,000 are for involuntary reasons. Of these involuntary separations, about 65,000 are for disciplinary-type reasons, about 20,000 for medical reasons, and about 25,000 for strength management/quality-type reasons.

Although separations for strength management/quality reasons will increase during the drawdown, the overall annual separations will stay near 330,000 during the initial drawdown years, then drop rapidly in the later drawdown years until a post-drawdown level of about 250,000 annual separations is achieved about FY 1995. Current Service plans indicate about 22,000 to 24,000 additional strength management/quality separations will be needed annually to achieve the manpower requirements for the FY 1995 force levels. This increase, however, will be offset by reduced voluntary, disciplinary-type, and medical-type separations as the Department's overall strength declines.

DoD Annual Separations
(Active Military)

Separation	FY89/90	FY91/93	FY94/95	FY96+
Total	330,000	330,000	300,000	250,000
Voluntary	220,000	210,000	185,000	165,000
Involuntary	110,000	120,000	115,000	85,000
-Disciplinary	65,000	55,000	50,000	50,000
-Medical	20,000	18,000	16,000	15,000
-Strength Management/ Quality	25,000	47,000	49,000	20,000

CONGRESSMAN PENNY TO U.S. DEPARTMENT OF LABOR

FOLLOW-UP QUESTIONS RAISED AT THE HEARING BY
CONGRESSMAN TIMOTHY J. PENNY, CHAIRMAN
SUBCOMMITTEE ON EDUCATION, TRAINING AND EMPLOYMENT
COMMITTEE ON VETERANS' AFFAIRS
U.S. HOUSE OF REPRESENTATIVES
JULY 18, 1991

1. What major lessons were learned from the pilot program? What changes in the TAP program have been made as a result of your experiences with the pilot?

After meeting with representatives of each pilot site, we made only minor changes to the original TAP curriculum. We have learned a great deal about how the TAP program works. One of the greatest lessons learned was to seek out actively and take advantage of local initiatives. At many installations, the Employment Service was already actively involved in the transition process through its participation in retirement and separation briefings. In some instances, the Employment Service supports a multi-day workshop using existing resources. On most installations, family program centers presented job-hunting and resume-writing workshops. The second lesson was the importance of adequate briefings for all partners in the program and an agreement as to their respective roles before implementing the program. Third, as discussed in our testimony, increased facilitator training was clearly needed and has since occurred.

2. $4 million was provided for the TAP program earlier this year. How are these funds being used?

Participant Manual Printing	$115,000.00
TOPPS	$500,000.00
Computers	$258,000.00
Workshop Expenses	$22,000.00
Training	$384,000.00
Federal Staff Travel (Field and National Office Monitoring)	$166,000.00
Evaluation	$1,000,000.00
Contracts	$1,223,000.00
Grants to States	$250,000.00
Federal Staff	$50,000.00
Total	$3,968,000.00

Two key elements in this budget are travel and the Transition Opportunities System (TOPPS). This level of travel enables us to pursue an aggressive program of coordination and monitoring. TOPPS is a cooperative venture with DOD using its delivery system for the Civilian Occupation Labor Market Information System (COLMIS) data produced by the National Occupational Information Coordinating Committee (NOICC). This system will allow us to fulfill our information requirements under Section 1144 of the National Defense Authorization Act of 1991.

3. As the lead agency relative to employment-related programs, what procedures have been established for the three departments

and the services to discuss and coordinate plans and programs in detail before they are implemented?

For example, what specific procedure is used to determine at what specific bases TAP and DTAP programs will be offered?

What mechanism is in place to ensure that plans and programs being developed by the departments and military services are not duplicative of others already available?

Is there something similar to an "interagency transition coordinating group" made up of representatives of the departments, military services, and Employment Service, which meets regularly to discuss pertinent issues and concerns?

The primary factor in determining the location of TAP sites is the number of military personnel domiciled in a particular state. Based on the state rankings, the services identify installations within those states which would like to become TAP sites. This information is collected by DOD and forwarded to DOL. The Director for Veterans' Employment and Training (DVET) then contacts the nominated states and determines their desire to participate in TAP. Based on the outcome of this initial polling, the individual military service then notifies each installation that is to receive a TAP site and asks for a designated point of contact. The DVET calls on the point of

contact and conducts a coordination meeting. At this meeting the DVET, installation commander's representative, local employment service office manager, VA veterans' service officer, VA Vocational Rehabilitation and Counseling representative, State Employment Security Agency (SESA) representative, and VETS national office representative together assess the needs of the installation and the resources available. At this time existing programs are merged with TAP to ensure that existing services are not duplicated.

We are planning a formal interagency meeting in September. DOD conducts regular meetings with the uniformed services. On an ad hoc basis DOL, DOD and VA meet to discuss specific issues, such as the MOU and DTAP. More often, coordination is carried out by two parties by telephone.

4. In the early stages of the pilot program, some states were concerned that their DVOPs and LVERs would be overextended because of TAP-related responsibilities. Apparently those concerns have largely been laid to rest. What changes have occurred over the past year? In what ways are the states involved in the decision-making process relative to TAP?

As discussed in the prepared statement an important factor since the TAP pilot has been the equitable sharing of responsibility among all partners. Also in the past year, the imminence and

scope of the Defense drawdown has become apparent. The desire to participate in a successful transition to civilian opportunity appears to be universally held.

States are involved early in the decision-making process. They are consulted before we open negotiations with an installation and are actively involved in the negotiation and implementation processes.

5. Would you describe in more detail the "team" approach to conducting TAP training? How and why was this approach developed?

The team approach to workshop presentation was developed for several reasons. From an instructional standpoint, it is dysfunctional to have the one instructor for some thirty consecutive classroom hours. We found that student interest in the program was maintained at a higher level through team teaching. Further, we found the relationship with the installation improved when its own personnel were involved since most military installations wanted direct involvement in facilitator quality.

Under team teaching, a cadre of four people are trained from each installation: two from the Employment Service and two DOD civilians. The duties of workshop facilitation are divided among

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members of the team. In addition, members of the local business community are asked to make workshop presentations, at which students hear, first-hand, how corporate America selects its employees.

6. In your statement you mention that part-time contract facilitators will be used to augment TAP facilitators. I'd appreciate additional information regarding these individuals.

Why did you choose to hire part-time contract facilitators?

How long will these individuals be doing TAP training? How long will their contracts run?

How and when will these individuals be trained?

What qualification criteria has been established regarding these contract facilitators?

Where will the contract facilitators be located?

In analyzing the scope of the expansion task which confronts VETS, we recognize that in many locations we simply cannot provide a sufficient number of workshops with existing staff levels. Because of the high cost per position of ES staff, and the need to offer TAP on a large number of sites, limited

resources prohibited an increase in DVOP/LVER grants. Instead, we elected to contract to provide a limited number of part-time facilitators to augment the Employment Service staffs. Our current contract proposal calls for an initial year with three option years.

The facilitators must meet the following criteria:

(1) An Associate's degree in any discipline from an accredited college or university, or at least 3 years experience as a trainer in the military;

(2) Previous experience which demonstrates understanding of private and public sector employment processes; and

(3) Successful completion of the DOL TAP Trainer's Course at NVTI.

Prior military experience is a plus but not required.

As stated above, the contract facilitators must successfully complete the TAP Trainer's Course at NVTI. Currently, there are eight classes programmed for First Quarter, FY92, which will adequately provide for training of contract facilitators, Employment Service staff and DOD/VA personnel.

The scheduling of the contracted facilitators will be primarily the responsibility of federal staff and coordinated through the installation and Local Employment Security Office (LESO). As stated above, the purpose of these facilitators is to augment the Employment Service to allow them to participate in more workshops. Due to our requirement to provide labor market information, which the contract facilitators will not be able to do immediately, the Employment Service must remain an active partner.

7. The Department of Defense has contacted employer organizations here in Washington, reminding them of the advantages of hiring veterans and encouraging them to participate in DOD transition programs.

Specifically, what similar outreach efforts have you and other VETS representatives made to employers on behalf of separating servicemen and women?

VETS' primary mission is to assure that veterans receive maximum employment and training opportunities in this country. To that end, all VETS' field staff, VETS' grantees, and myself constantly reach out to employers on behalf of our Nation's veterans. We contact employer organizations, civic groups, labor organizations and others, in an effort to promote the hiring of veterans. Since the Employment Service is the delivery point from which DVOP staff and LVERs provide direct employment services to

veterans, the majority of our outreach efforts are to employers who would use the Employment Service for their hiring needs. Further, I have always advocated the hiring of veterans by America's businesses through VETS' initiatives such as job fairs and through public outreach campaigns.

8. What is the role of the veterans' organizations in TAP?

The Department of Veterans Affairs has agreed to take the lead in coordinating the involvement of veterans organizations in TAP. The activity of veterans organizations in TAP varies from site to site, depending upon local resources of the VA and veteran organization staff. Though I would defer to the Department of Veterans Affairs, the primary role for veterans organizations in TAP is to augment VA staff in the presentation of the veterans' benefits portion of TAP training. Other services provided by organizations to TAP participants, such as review of medical service records, are provided to TAP participants on an "extracurricular" basis and are not part of the workshop itself.

9. What "credit" are the state employment security agencies receiving, such as a reportable service, for the TAP classes?

TAP classes facilitated by DVOP and LVER staff are an important outreach activity for a local office which services a military installation; however, TAP participants, for ES purposes, are not

considered veterans until they are discharged from active duty military service. Thus, if they currently want direct ES services, they must register within the local office as a non-veteran and thus could not be provided any services by a DVOP if they registered prior to a TAP class. Should this concern be overcome and active duty military personnel register with the local office and only receive TAP training, the only service that could currently be credited to the ES would be for vocational guidance.

Obviously, important and sensitive policy decisions must still be made with regard to this area of performance standards by the SESAs. I will keep you informed of any developments in this area.

CHAIRMAN PENNY TO DEPARTMENT OF VETERANS AFFAIRS

Subcommittee on Education, Training & Employment
Oversight Hearing on Transition Assistance Program
July 18, 1991

Question 1: How do you view your relationship with DoL, DoD and the military service departments? Are you satisfied with the level of communication and cooperation among all of you?

Answer: Development of the pilot Transitional Assistance Program/Disabled Transitional Assistance Program (TAP/DTAP) Memoranda of Understandings (MOU's) and the revised MOU for expansion was accomplished in interactive fashion among the departments. Key staff in the three departments regularly consult and periodically meet on plans, pending issues and problem areas. Coordination at the local (military installation) level has almost always included local VA officials and has consistently accommodated our needs for TAP/DTAP delivery.

Overall, the relationships can be viewed as effective and productive, with most problem areas fairly easily resolved. We continue, however, to experience unreasonable delays in receiving service medical records and this adversely impacts upon our ability to provide timely service to veterans filing disability compensation claims. Where problems have occurred elsewhere, they usually have been the result of short deadlines or mission circumstances which have caused inadequate communications. While we would characterize the general relationships as good, we would also say that they continue to improve.

Question 2: Do you now have adequate resources to provide the level of transition services you want to provide?

Answer: We are extremely grateful for the resource support received through FY 1991 supplemental appropriation. These resources have enabled us to earmark 65 FTEE (50 in Veterans Services, 15 in Vocational Rehabilitation) as dedicated to our military services activities. Some of this staff is outbased so that the most cost effective and expeditious service to military communities can be provided.

In view of the long term nature of TAP and DTAP, as well as the anticipated 5-year downsizing cycle, we obviously have a continuing need for similar resources in the years to come. In other words, the supplemental funding has helped us establish what we believe should be a revised current services base so that our program obligations can be met.

We are projecting specifically a carry over need into FY 1992 of 50 FTEE in Veterans Services and we also project pending workload in the Vocational Rehabilitation and Counseling area as necessitating a total of 42 FTEE (15 in FY 1991 and an additional 27 in FY 1992) for program accomplishment. There is clearly sufficient work in the military services area to support this level of FTEE resources and more for these two programs.

2.

Question 3: Do you have any idea what impact TAP and DTAP will have on VA claims activity? On quality and timeliness of services?

Answer: Effective accomplishment of TAP, DTAP and other military services activities does mean that claims activity is stimulated. The more effective the information dissemination, the greater the likelihood that eligible persons will take advantage of benefits programs, now or in the future.

Some growth in compensation claims is likely. Generally speaking, we project that approximately 32 percent of new veterans will file compensation claims. In a major downsizing, a new veteran group of 100,000 would file approximately 32,000 original disability claims. We also anticipate claims will be more thoroughly documented and need less, if any, development prior to adjudication. This can only improve the timeliness and quality of our decision-making process. Likewise, effective TAP/DTAP and downsizing together will have an impact on Montgomery GI Bill utilization. The current workload projections for the chapter 30 benefit do take into account significant program growth associated with military strength reductions and motivational counseling on benefits utilization.

The very nature of DTAP is intended to assist disabled servicemembers and veterans in the utilization of vocational rehabilitation to overcome employment handicaps. As a result, effective DTAP delivery will certainly increase chapter 31 workload. We expect to perform 30 additional initial evaluations as a result of the DTAP effort for every 1,000 separating servicemembers.

Question 4: Have you fully coordinated with DoD and the services regarding implementation of the Chapter 30 eligibility provision in PL 101-510?

Answer: Yes. We have consulted with DoD transition officials and both departments are seeking to assure that all potentially eligible servicemembers receive the counseling and education benefits afforded by section 1418A.

CHAIRMAN PENNY TO VETERANS OF FOREIGN WARS OF THE UNITED STATES

QUESTION: What do you see as the single greatest barrier to successful implementation to the transition assistance program (TAP) and policies established by Congress? How could this barrier be removed?

ANSWER: The VFW believes the single greatest barrier to successfully implementing TAP is the lack of a standardized delivery concept for this service. The Congress could have gone a long way to correct this criticism, in our judgment, if Department of Defense (DOD) had been given primary responsibility to run the entire effort. However, the VFW believes the problem cited above can be resolved under the present terms of responsibility which charges Department of Labor (DOL) with the lead effort to implement TAP.

The VFW recommends that the Congressional body primarily responsible for TAP oversight require DOL to create a standardized "cell" or TAP team. In the planning stage an agreed upon organizational chart should be drawn up to depict the number of DOD, VA, AND DOL persons that are required. Next, a list of subjects that each person is responsible to present should be listed. A detailed review of this second step will preclude duplication of effort and/or identify omission of critical information. Last, and based upon this effort, detailed lesson plans should be prepared for each topic/subject to be presented. Based upon these lesson plans an edited version of the same material should be prepared as a direct mailing packet to those persons who will be separated from a ship, isolated station, or overseas faculty without benefit of attending TAP.

In our opinion, this concept of a standardized organization has the two immediate advantages of allowing the TAP concept to expand rapidly because all the requirements for people, space and lessons are known, and, in those instances where servicemembers will <u>not</u> be separated through TAP, they can receive all the critical information at least six months prior to separation because their location and date of departure from the military service are already a matter of record.

Thank you for the opportunity to respond to this very important question. The VFW will be pleased to expand on this concept or respond to any further questions on this or any other aspect of TAP.

THE AMERICAN LEGION
WASHINGTON, D.C. HEADQUARTERS
1608 K STREET N.W.
WASHINGTON, D.C. 20006

What do you see as the single greatest barrier to successful implementation to the transition assistance programs established by Congress? How could this barrier be removed?

The American Legion believes the single greatest barrier to be the duplication of effort by and lack of cooperation between the agencies charged with the mission of transition assistance programs. To some degree, this confusion has been the direct result of funding of separate agencies to do the same thing. Instead of providing the Department of Labor with the funds necessary to accomplish transition assistance, the money went to Labor, the Department of Defense (including the separate services) and the Department of Veterans Affairs. Defense received the biggest share. DOD and the services, particularly the Army, then went their separate ways on TAP.

As taxpayers, American Legion members are chagrined that this confusion has resulted in DOD and the services spending money to develop employment systems and services which already exist in the Department of Labor. We are especially concerned that this has happened in spite of a Memorandum of Understanding signed January 2, 1991 by the Secretary of Labor, the Secretary of Veterans Affairs, and the Deputy Secretary of Defense.

To fix the problem Congress must provide the necessary oversight through its two Committees on Veterans Affairs, and by more effective communications between the Committees on Veterans Affairs and Committees on Armed Services. Such communication would allow the proper funding of Labor Department functions carried out on behalf of separating service members at each DOD installation.

QUESTION SUBMITTED BY THE HONORABLE TIMOTHY PENNY
TO MR. CLIF DUPREE, PVA
AT THE SUBCOMMITTEE ON EDUCATION, TRAINING AND EMPLOYMENT
ON THE TRANSITION ASSISTANCE PROGRAM, JULY 25, 1991

Question: What do you see as the single greatest barrier to successful implementation to the transition assistance programs and policies established by Congress? How could this barrier be removed?

Response: As a member of the Department of Labor's Advisory Committee on Veterans' Employment and Training, PVA is concerned about the lack of appropriate funding for the Department of Labor to staff the Disabled Veterans Outreach Program specialists, DVOPs, and Local Veterans Employment Representatives programs at the state level.

Inconsistent funding contributes to the difficulty of success fully conducting essential counseling services, and providing training and employment program opportunities for our Nation's veterans.

PVA believes that in today's ever-changing job market, it is imperative that individuals who are separating from the Armed Forces be provided with the very best in counseling and factual information to eliminate as many barriers to employment as possible.

TRANSITION ASSISTANCE BENEFITS

Question: During the hearing last week, we discussed the number of involuntary separations that have occurred, and I think there was some confusion. For the record, I'd like to go back over that information.

Since September 30, 1990, how many involuntary separations have occurred in each of your services which meet the definition of "involuntary separation" for transition assistance purposes?

How many of these involuntary separations do you anticipate over the next 5 years?

Answer: From 1 October 1990 to 30 June 1991, the Army had 760 officers and 13,200 enlisted soldiers who meet the definition of "involuntary separation" for transition assistance purposes.

Non-retirement eligible soldiers involuntarily separated and who meet the transition assistance criteria, over the next five fiscal years are expected to number:

OFFICER (000'S)

	91	92	93	94	95
Projected routine involuntary separations	1.9	1.8	1.7	1.6	1.5
Downsizing unique separations	0	2.7	3.3	3.2	3.5
TOTAL OFFICER	1.9	4.5	5.0	4.8	5.0

ENLISTED (000'S)

	91	92	93	94	95
Projected routine involuntary separations	19.9	17.9	16.7	15.6	14.4
Downsizing unique separations	0	7.5	7.4	5.8	5.4
TOTAL ENLISTED	19.9	25.4	24.1	21.4	19.8

	91	92	93	94	95
TOTAL U.S.ARMY	21.8	29.9	29.1	26.2	24.8

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Downsizing unique separations	0	2.7	3.3	3.2	3.5
TOTAL OFFICER	1.9	4.5	5.0	4.8	5.0

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Coordination:

ASA (M&RA) LTC Fulcher 14 Aug 91

MPE Col Querfeld 14 Aug 91

MPO Col Bergstrom 14 Aug 91

MBB Col Ingalsbe 14 Aug 91

LTC KOSTER/73724
APPROVED: MR PURDUM 14 Aug 91

STATISTICS CLEARED
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STAT CLEAR BRANCH
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SECURITY CLASSIFICATION RELEASE
14 AUG 1991

CHAIRMAN PENNY TO THOMAS F. HARTNETT

QUESTIONS SUBMITTED BY THE HON. TIMOTHY PENNY FROM THE HEARING OF JULY 25, 1991

1. **Public Law 101-510 authorizes the use of DVOPs and LVERs as TAP trainers "to the extent that the Secretary of Labor determines that such use will not significantly interfere with the provisions of services....to eligible veterans..."**

Before a TAP site is selected, is the state consulted by DOL and/or the military service involved?

The military services and United States Department of Labor, Veterans Employment and Training Service did not consult the New York State Department of Labor before designating the four Transition Assistance Program (TAP) sites in New York. We heard about the designation after the fact, and, therefore, did not have as much lead time to prepare for implementation as we would have liked.

I would also note that one of the most significant problems we are experiencing is not being able to get Department of Labor staff who will be serving as TAP instructors into the training sessions at the National Veterans Training Institute (NVTI) quickly enough to fulfill the expectations of the military services. It is my understanding that other states are experiencing similar problems, as there are just not enough sections of this course being offered at NVTI to meet the current demand. This is due in part to the chronic under funding of the NVTI. For Fiscal Years 1991 and 1992, the NVTI is funded at $2.3 million versus the more than $4 million that we estimate would approximate full funding.

As TAP is expanded in FY'92 to 168 sites, what will be the impact on delivery of services to veterans in local offices of affected states?

The impact will be to reduce services. At least 326, and as many as 500 DVOPs and LVERs (or potentially other local office employees of the State Employment Security Agencies) may be providing these services to veterans at the TAP centers before they leave the military. This is almost one-sixth of the total number of DVOPs and LVERs nationwide. In small communities, like Massena and Plattsburgh, New York, this will reduce the number of labor representatives available to serve those veterans in the communities and those leaving the military and returning to small communities, unless we receive additional resources.

2. **Secretary Collins stated last week that he intends to use part of the $4 million FY'91 appropriations for TAP activities to hire TAP trainers from outside of the Employment Service system.**

Do you agree with this approach? If not, what approach would you suggest to DOL and why?

No, we do not agree with the apparent decision of USDOL-VETS to hire TAP trainers from outside of the Employment Service System. If they would contract with the states to hire non-DVOP/LVER TAP trainers who work for the State Employment Security Agencies (SESAs), then you have an experienced person who knows how the Employment Service (ES) works. This means that you would have a more knowledgeable instructor who could explain what to actually expect from a local ES office, and how to get the services to the separating veterans.

As an actual case example of the potential expertise of ES staff other than DVOPs/LVERs, at Griffiss Air Force Base in Rome the best TAP instructor would be our Senior Employment Counselor. He is not a veteran, but has successfully worked with veterans and with dislocated workers for twenty years. Everyone, including Secretary Collins' staff in New York, agrees he would be the best person. So we are going to use him, <u>even though</u> we can't charge his time to the DVOP or LVER grant, and thus far none of the TAP monies have been forthcoming to assist us. The best analogy to this situation is the revenue contract we have successfully operated with the General Electric (GE) Company for many years. GE tells us what services they want provided at what cost, and we negotiate performance measures which affect future contracts. I believe that the SESAs can compete, and that we can successfully deliver higher quality services to the separating veterans at a better price than the private sector. If we don't deliver, then look outside the SESAs. Give us the resources, and let us work it out with the local base commander and USDOL federal partner.

3. **Is there a need for an additional appropriation for TAP in FY'92 and '93 from the perspective of the states?**

Yes, if the $9 million originally envisioned actually is used to help us get the job done without undue restrictions, but with reasonable performance measures. To make this happen requires more than money, but resources <u>are</u> a vital part of it.

Answers by Al Scott, Commissioner,
Georgia Department of Labor, to Questions
Submitted by the Hon. Timothy Penny
From the Hearing of July 25, 1991

QUESTION:

1. Public Law 101-510 authorizes the use of DVOPs and LVERs as TAP trainers "to the extent that the Secretary of Labor determines that such use will not significantly interfere with the provision of services....to eligible veterans...."

Before a TAP site is selected, is the state consulted by DOL and/or the military service involved?

As TAP is expanded in FY 92 to 168 sites, what will be the impact on delivery of services to veterans in local offices of affected states?

ANSWER:

1. Georgia was not consulted in the selection of either the original TAP pilot sites at Forts Benning and McPherson, or for the FY 92 expansion of TAP to six additional sites in the state. We were notified of the planned expansion by the State Director of VETS in an August 1, 1991 letter regarding our FY 92 grant modification.

The expansion of TAP in Georgia without additional veterans staff resources will have a significant detrimental impact on our ability to provide a full array of services to veteran job seekers in our field services offices. In three of the six offices which would logically handle TAP at newly designated sites, we have only two veterans staff; in one site, only a single DVOP. To commit to TAP at those locations will effectively strip the offices of veterans staff during their TAP involvement.

As I stated in my testimony, the involvement of DVOP/LVER staff in TAP is much more than the often perceived 3 or 4 days of actual workshop time. The reality is closer to two weeks of commitment for each session. Further, good trainers delivering quality products are constantly fine-tuning their presentations and materials. Such a commitment is essential if TAP is to be effective; however, we simply do not have the resources to make that commitment without interfering with ongoing veterans services.

QUESTION:

2. Secretary Collins stated last week that he intends to use part of the $4 million FY 91 appropriations for TAP activities to hire TAP trainers from outside of the Employment Service system.

Do you agree with this approach? If not, what approach would you suggest to DOL and why?

ANSWER:

2. We respectfully disagree with ASVET's intention to hire outside trainers for TAP. Contract trainers, even with NVTI support, will not bring the same breadth of vision or knowledge of the resources available that veterans staff have gained through their continuous participation in the ES system. Veterans staff are an integral part of a vital, ongoing operation whose very mission is employment assistance. While contract trainers can certainly deliver the formal course material, the end product is likely to be a more mechanical, routinized classroom exercise, rather than the constant "reality testing" that veterans staff bring to the sessions because of their ongoing involvement with employers and job seekers.

We strongly recommend that TAP appropriations be used for additional veterans staff at designated TAP sites. There is no need to replicate what already works; we need only to give the existing system the resources required to do the job.

QUESTION:

3. Is there a need for an additional appropriation for TAP in FY 92 and 93 from the perspective of the states?

ANSWER:

3. Absolutely, yes. If expansion is as Secretary Collins testified, additional appropriations are needed above and beyond the $4 million supplemental appropriation for FY 91. There must be adequate resources to carry out an effective and comprehensive transition assistance program.

Answers from George Tetler
ICESA Veterans' Affairs Committee Chairman to
Questions Submitted by the Hon. Timothy Penny
From the Hearing July 25, 1991

1. Public Law 101-510 authorizes the use of DVOPs and LVERs as TAP trainers "to the extent that the Secretary of Labor determines that such use will not significantly interfere with the provision of services . . . to eligible veterans . . . "

- **Before a TAP site is selected, is the state consulted by DOL and/or the military service involved?**

No. At this time, most states have been contacted after the decision has been made in Washington. This is very much in keeping with the recent tendency of the Office of the Assistant Secretary for Veterans' Employment and Training (OASVET) to micro-manage the veterans staffs in individual states. This tendency has contributed to the marked antipathy in the current relationship between the states and their federal partner.

- **As TAP is expanded in FY 92 to 168 sites, what will be the impact on delivery of services to veterans in local offices of affected states?**

That, of course, would be dependent upon the number of Local Veterans Employment Representatives (LVERs) and Disabled Veterans Outreach Program specialists (DVOPs) pulled for service at the TAP sites. In many locations, it could very well "empty" the entire veterans' staff of a local office. While the Employment Service staffs are required by law to provide preference for veterans in job placement assistance, nothing can replace the knowledge and experience of a trained LVER or DVOP. There can be no doubt that, given the current funding constraints, the delivery of service to veterans will suffer in most, if not all, states.

2. Secretary Collins stated last week (July 18 hearing) that he intends to use part of the $4 million FY 91 appropriations for TAP activities to hire TAP trainers from outside the Employment Service system.

- **Do you agree with this approach?**

No. Veterans staff in the state Employment Service operations have a breadth of knowledge and experience that will not be available through contract trainers. For TAP to be effective, we believe the trainers must be an integral part of the state's employment and training system.

- **If not, what approach would you suggest to DOL and why?**

The Department of Labor should negotiate contracts with the state Employment Service in those states where the Transition Assistance Program will be conducted. This will provide experienced personnel who are integral to the state's employment assistance program.

3. Is there a need for an additional appropriation for TAP in FY 92 and 93 from the perspective of the states?

Yes. There should be sufficient money to enable TAP centers to be adequately staffed and to tie into innovative job assistance programs, like the Interstate Job Bank (IJB). The IJB is just one of many programs available from the states that could be expanded to provide comprehensive employment assistance to transitioning personnel. Also, using labor market information to tailor TAP to the specific skill areas of the various service personnel could make the program even more effective. The skills of a seaman might not have the same application as the skills of an infantryman. If TAP has the resources to help separating military personnel define where their skills could best be put to use, tax dollars can be saved by reducing the separatee's time on unemployment. More important, the separating military personnel could move more quickly into the civilian workforce.

47-197 0 - 91 - 7

CHAIRMAN PENNY TO DEPARTMENT OF THE AIR FORCE

Questions Submitted by the Hon. Timothy Penny
From the Hearing of July 25, 1991

QUESTION: During the hearing last week, we discussed the number of involuntary separations that have occurred, and I think there was some confusion. For the record, I'd like to go back over that information.

Since September 30, 1990, how many involuntary separations have occurred in each of your Services which meet the definition of "involuntary separation" for the transition assistance purposes?

How many of these separations do you anticipate over the next five years?

ANSWER: The Air Force has separated 3248 members since 30 Sep 90, who will be eligible for transition benefits and services. This breaks out to 3130 enlisted members and 118 officers.

Over the next five years, we expect 45,000-48,000 losses who will qualify for transition benefits. Included are losses resulting from force management measures such as enlisted high-year-of-tenure (HYT) adjustments, reductions-in-force (RIF), denied reenlistments, and promotion failures. Also included are disciplinary losses which result in an honorable or general discharge. Losses will vary depending on the degree to which these measures are applied.

RESPONSE TO JULY 29, 1991 QUESTION FROM REPRESENTATIVE TIM PENNY

AMVETS continues to believe that the single greatest barrier to successful implementation to an effective, realistic transition assistance program is the poor communication, lack of coordination, and less-than-forthcoming bargaining which result from overlap of responsibilities from the various departments, services, and agencies involved with its operation.

As we outlined in our testimony, we urge the Subcommittee on Education, Training, and Employment and the Committee on Veterans Affairs to accomplish possibly the single most important task in the establishment of a comprehensive, workable program of transition assistance: to delineate -- at a minimum -- the one singular authority to plan, organize, implement, publicize, and monitor transition assistance. One recurring theme throughout our meetings with the services, agencies, and departments involved with the provision of transition assistance is that, in the words of one DoD representative, "There is no one in charge." While we do not want to assume the worst, we feel that without "somebody in charge" the responsible parties -- the very best intentions aside -- will waste countless "days and dollars" in coordination, duplication, and "turf battling." And as we stated earlier, the only group that will suffer under these conditions will be those members of the military who need transition assistance.

CHAIRMAN PENNY TO U.S. MARINE CORPS

INSERT FOR THE RECORD							
HOUSE / SENATE	APPROPRIATIONS COMMITTEE	HOUSE / SENATE	ARMED SERVICES COMMITTEE	HOUSE / SENATE	OTHER		
HEARING DATE	TRANSCRIPT PAGE NO.	LINE NO.	INSERT NO.				

QUESTIONS SUBMITTED BY THE HON. TIMOTHY PENNY

FROM THE HEARING OF JULY 25, 1991

Unclassified

1. During the hearing last week, we discussed the number of involuntary separations that have occurred, and I think there was some confusion. For the record, I'd like to go back over that information.

QUESTION: Since 30 Sept 90, how many involuntary separations have occurred in each of your services which meet the definition of involuntary separation for transition purposes?

ANSWER: As of 30 June, 1991, 3,459 Marines have definitely been involuntarily separated.

QUESTION: How many of these involuntary separations do you anticipate over the next 5 years?

ANSWER: The estimates below for enlisted separations include denials of reenlistment, high year tenure, and all other separations that occur prior to a Marine's expiration of active service contract less those separated under other than honorable conditions and recruit training failures. The officer separations consist of Warrant Officers, First Lieutenants and Captains who are twice passed for promotion; reserve officers who request augmentation but are not selected; and officers selected for early retirement. We do not anticipate any reduction in force (RIF) separations for officers or enlisted, i.e., these separations represent normal force management actions.

FY	'91	'92	'93	'94	'95	
Officers:	610	610	610	610	610	= 3050
Enlisted:	8970	10388	9797	9644	8659	= 47408
TOTAL:	9580	10948	10407	10254	9269	= 50458

Unclassified

CHAIRMAN PENNY TO DEPARTMENT OF THE NAVY

HOUSE VETERANS' AFFAIRS COMMITTEE
EDUCATION, TRAINING & EMPLOYMENT SUBCOMMITTEE

HEARING ON: TRANSITION ASSISTANCE PROGRAM

25 JULY 1991

QUESTION FOR THE RECORD

QUESTION NUMBER 1

Chairman Penny: During the hearing last week, we discussed the number of involuntary separations that occurred, and I think there was some confusion. For the record, I'd like to go back over that information.

Since September 30, 1990, how many involuntary separations have occurred in each of your services which meet the definition of "involuntary separation" for transition assistance purposes?

How many of these involuntary separations do you anticipate over the next 5 years?

Admiral Boorda: Initially, Navy estimated that approximately 20-25,000 members would be classified as involuntarily separated in FY-91. We have since received data from the Defense Manpower Data Center (DMDC) which confirms that estimate. According to DMDC, during the six month period between 30 September 1990 and 31 March 1991, 11,425 Navy members were separated involuntarily as defined for transition purposes. That equates to an annual total of 22,850. We do not have projections for the next five years, however this number should decrease in proportion to the reduction of our total end-strength.

BEST COPY AVAILABLE

DISABLED AMERICAN VETERANS
National Service & Legislative Hdqrs.
[illegible] Maine Avenue, SW
Washington, D.C. 20024
(202) 554-3501

September 16, 1991

The Honorable G.V. "Sonny" Montgomery
Chairman
Committee on Veterans Affairs
U.S. House of Representatives
335 Cannon House Office Building
Washington, DC 20515

Dear Chairman Montgomery:

Thank you for forwarding the question submitted by Congressman Penny from the hearing of July 25, 1991.

The question is, "What do you see as the single greatest barrier to successful implementation to the transition assistance programs and policies established by Congress? How could this barrier be removed?"

We believe the greatest problem has been the Department of Labor's (DOL) failure to set out a complete action plan which the Department of Defense (DOD) and Department of Veterans Affairs (VA) could agree to. This document should describe the problem to be resolved and the program objectives in sufficient detail so that all the agencies can understand their respective roles.

Examples of getting agreement on the problems to be resolved by TAP/DTAP has led to programs which focus on resume writing for retirees but not separating first termers because "the first termers don't have anything to put on a resume and retirees deserve the special attention." Other programs emphasize resume writing for first termers assuming that retirees are so experienced they don't need that assistance. In fact, both retirees and first termers need resume writing for virtually those same reasons.

Sorely lacking is a document outlining the responsibilities of all the parties vertically as well as horizontally. For example, what are the Director of Veterans' Employment and Training's (DVET) responsibilities? Who do they report to? If they have a problem carrying out their responsibilities, who do they contact in the DOD and VA? What are the responsibilities of the DVET's counterparts in DOD and the VA?

Because there is no plan, there is no way to determine if transition services that existed prior to TAP/DTAP meet the new program criteria. This has led to the dissolution of existing military and state transition programs which were outstanding by any measure simply because they did not carry the title of TAP/DTAP.

The lack of a plan has allowed large gaps in implementation to exist. For example, we are unaware of any uniform DTAP program. Depending on which site you review, DTAP may consist of a short briefing by an LVER/DVOP and a VA Vocational Rehabilitation Specialist. Other programs offer a three day seminar, similar to TAP, with individual counseling and testing appropriate not only for job hunting but also constituting the first steps in identifying VA vocational rehabilitation service needs. While it is most certain that each person receiving a disability separation from the military has a disability that will be service-connected by the VA, service medical record reviews which may result in a claim for VA compensation has received considerable resistance from the DOL. Ironically, service-connection for a disability with residuals would create eligibility for veterans' hiring preference in many state and local civil service systems.

The failure to develop an adequate plan points to DOL's lack of willingness to assert its lead agency responsibilities and has exacerbated what is becoming a proliferation of programs that may be duplicative of TAP/DTAP and at the least should be coordinated with TAP/DTAP. Unfortunately, some of these programs have been seen as in competition with TAP/DTAP creating a resistance to implementation of TAP/DTAP programs.

Thank you for allowing us to comment on this important issue.

Sincerely,

RONALD W. DRACH
National Employment Director

RWD:dlw

U.S. Department of Labor

Assistant Secretary for
Veterans Employment and Training
Washington, D.C. 20210

June 28, 1991

The Honorable Timothy J. Penny
Chairman
Subcommittee on Education,
Training and Employment
Committee on Veterans' Affairs
U.S. House of Representatives
Washington, D.C. 20515

Dear Chairman Penny:

As requested in your June 14 letter, enclosed are the responses to the questions raised on the Transition Assistance Program. Your interest in this and our other programs is appreciated.

Sincerely,

THOMAS E. COLLINS

Enclosures

QUESTIONS REGARDING THE
TRANSITION ASSISTANCE PROGRAM

Question 1. Please list all active TAP sites.

Response:

TAP workshops are offered at the following bases:

1. Dover AFB, DE.
2. Fort Eustis, VA.
3. Langley AFB, VA.
4. Norfolk Naval Base, VA.
5. MCAS Cherry Point, NC.
6. Camp Lejeune, NC.
7. Pope AFB, NC.
8. Seymour Johnson AFB, NC.
9. Fort McPherson, GA.
10. Fort Benning, GA.
11. MCAS Beaufort, SC.
12. Eglin AFB, FL.
13. Jacksonville Naval Base, FL.
14. Macdill AFB, FL.
15. Fort Polk, LA.
16. Offutt AFB, NE.
17. Fort Riley, KS.
18. Lackland AFB, TX.
19. Brooks AFB, TX.
20. Randolph AFB, TX.
21. Kelly AFB, TX.
22. Fort Sam Houston, TX.
23. Fitzsimmons Army Medical Center, CO.
24. Lowry AFB, CO.
25. Fort Lewis, WA.
26. McChord AFB, WA.
27. Bangor Naval Base, WA.
28. Bremerton Naval Base, WA.
29. NAS Whidbey Island, WA.
30. MCAS Kaneohe, HI.
31. Long Beach Naval Base, CA.
32. Lemoore Naval Station, CA.
33. NAS Miramar, CA.
34. 32d Street Naval Station (San Diego), CA.
35. Camp Pendleton, CA.
36. Point Mugu Naval Station, CA.
37. Port Hueneme Naval Station, CA.
38. Beale AFB, CA.
39. Castle AFB, CA.
40. Edwards AFB, CA.
41. George AFB, CA.
42. March AFB, CA.
43. Norton AFB, CA.
44. McClellan AFB, CA.
45. Travis AFB, CA.
46. Vandenburg AFB, CA.
47. MCAS Tustin, CA.
48. MCAS El Toro, CA.
49. 29 Palms MCB, CA.
50. Fort Ord, CA.

Coordination has been made which ensures the following installations will be operational TAP sites before September 30, 1991:

1. Plattsburg AFB, NY.
2. Griffiss AFB, NY.
3. New York Naval Base, NY.
4. Shaw AFB, SC.
5. Fort Jackson, SC.
6. Charleston AFB, SC.
7. Charleston Naval Base, SC.
8. MCRD Parris Island, SC.
9. NAS Pensacola, FL.
10. Homestead AFB, FL.
11. Great Lakes Naval Training Center, IL.
12. Scott AFB, IL.
13. Chanute AFB, IL.
14. Barksdale AFB, LA.
15. Minot AFB, ND.
16. Grand Forks AFB, ND.
17. Ellsworth AFB, SD.
18. Malmstrom AFB, MT.
20. F. E. Warren AFB, WY.
21. Mountain Home AFB, ID.
22. McConnell AFB, KS.
23. Hill AFB, UT.

24. Luke AFB, AZ.
25. Williams AFB, AZ.
26. MCAS Yuma, AZ.
27. Davis-Monthan AFB, AZ.
28. Eielson AFB, AK.
29. Elmendorf AFB, AK.
30. Peterson AFB, CO.
31. USAF Academy, CO.

The following installations are currently being served by other TAP sites.

1. Defense Mapping Agency, UT
2. Hill AFB, UT*
3. Ft. Dix, NJ
4. McGuire AFB, NJ
5. England AFB, LA
6. Barksdale AFB, LA*
7. Orlando Naval Training Station, FL
8. King's Bay Georgia Naval Air Station, GA
9. Whiting Field, FL
10. Tyndall AFB, FL
11. Panama City, FL
12. Hurlburt Field, FL
13. NAS Pensacola, FL*
14. Ft. Monroe, VA
15. Ft. Story, VA
16. Little Creek Naval Amphibious Base, VA
17. Oceana Naval Air Station, VA

* (Please note the asterisk indicates that coordination has been made which ensures these installations will become operational TAP sites before September 30, 1991, as listed.)

Question 2. As of June 1, 1991, how many servicemembers have participated in TAP training at each site? How many spouses have participated in TAP training at each site? What percentage of servicemembers were officers, enlisted personnel, career military?

Response:

While this information is not presently available, it will be provided in aggregate form before the hearing. We do not collect demographic data on participants and so will be unable to respond to the request for numbers of officers, enlisted, career servicemembers and spouses attending the course.

Question 3. How is instructor evaluation being carried out?

Response:

Instructor evaluation is carried out at three levels. First, the State Director for Veterans' Employment and Training (DVET) selects instructors from among State Employment Service candidates recommended by the State Employment Security

Administrator. A second evaluation occurs when the candidates attend the TAP Trainer's Course at the National Veterans Training Institute (NVTI). Here, they are evaluated on their ability to present instruction and their knowledge of the course material. The ASVET is notified by NVTI of any candidate who fails to satisfactorily complete the course. Finally, the DVET is charged with viewing a TAP workshop at each site once per quarter. As part of this monitoring visit the DVET will evaluate the performance of the instructor. If warranted, the instructor may be returned to NVTI, NVTI may send an instructor to the site to assist the individual in question, or the instructor may be removed from the program. This process is currently being outlined in a monitoring guide.

Question 4. How is overall program evaluation being carried out?

Response:

Program evaluation, as mandated under Public Law 101-237, is underway using a contractor-developed evaluation plan. Clearance for the participant survey was received from OMB on June 6, 1991. Contacting and interviewing former TAP participants should begin in August.

This evaluation will examine the effectiveness of the program in meeting its mandated objectives by determining (1) job placement rates for program participants; and (2) unemployment costs that have been avoided as a result of the program. In addition, the evaluation will assess participant satisfaction with TAP.

The primary purpose of the evaluation is to assess the effectiveness of the program as a whole. In addition, the data collection and analysis plan will permit some assessment of the differential effectiveness by site or by groups of sites.

The research questions provide a framework for measuring the effectiveness of TAP in meeting its mandate, its impact on program participants, and benefits achieved in reducing unemployment compensation costs. Research questions applicable to this evaluation are listed below; each of these research questions provokes a list of evaluation criteria that can be used to measure program impact:

1. What is the program's effect on its participants?

   - Satisfaction with program;
   - Job placement rates for participants at each site;
   - Relationship between civilian jobs and skills learned by the participant in the military;

- Employment status of participants (full time or part time);
- Starting pay/annual projected earnings; and
- Length of time required to obtain employment.

2. How has TAP effected unemployment compensation costs?

- Number of participants who have applied for unemployment compensation;
- Number of participants who have received unemployment compensation; and
- Amount of money paid to participants in unemployment compensation.

The research approach selected for the TAP impact evaluation will include: (1) a survey of program participants and a comparison group; and (2) collection and analysis of Unemployment Compensation for Ex-Servicemembers (UCX) data for separated service members.

To respond to the research questions identified above will require existing records on military service, separation dates, and application for UCX.

A survey instrument to collect data on post-service employment, earnings, and amount of UCX has been developed. Its design relies upon a model used successfully in both telephone and in-person surveys conducted in support of numerous job-readiness and placement programs conducted by the U.S. Departments of Labor, Health and Human Services, and Agriculture; the Ford Foundation; and others, since the late 1970s.

Existing records on post-service employment, earnings and other related records, such as Social Security or Internal Revenue Service records are not feasible alternatives because: (1) the data are not likely to be available on time; and (2) participants have not provided informed consent, as required under both Federal and State privacy and confidentiality legislation. Therefore, efforts to reduce respondent burden are limited to the use of survey methodologies that generally shift the burden from the respondent to trained interviewers and to post-interview data processing and computational activities.

The evaluation will collect data from individuals who participated in TAP and California Career Awareness Program (CAP) during the period of May through August 1990, and a comparison group composed of individuals who separated from the military during the same time period and from the same locations.

5

A telephone survey has been chosen as the most appropriate type of data collection instrument for this study. While mail surveys offer certain advantages, e.g., they are less costly and they allow respondents more time to think about questions, they also tend to get lower response rates than telephone surveys.

Question 5. Is data being shared with the Department of Veterans Affairs and the Department of Defense as it is collected?

Response:

Any data collected is being shared with both VA and DOD.

Question 6. What other data is being collected?

Response:

No other data is being collected. To reduce the reporting burden on all levels, and keep the costs of TAP low, we have consciously restricted the information collection requirements to the minimum necessary to monitor the program; i.e., the numbers of classes and the number of participants. Social Security numbers on course registration forms will allow us to access personnel data tapes at the Defense Manpower Data Center at a later date in order to evaluate the demographics of workshop participants.

MEMORANDUM OF UNDERSTANDING
BETWEEN
DEPARTMENT OF LABOR
DEPARTMENT OF DEFENSE
DEPARTMENT OF VETERANS AFFAIRS

TRANSITION ASSISTANCE PROGRAM

Purpose: Public Law (P.L.) 101-510, the National Defense Authorization Act for Fiscal Year 1991 (the Act), November 5, 1990, authorizes comprehensive transition assistance benefits, services, and information for Service members who are separating or were recently separated from active duty and their spouses. An integral part of this legislation is the required establishment and maintenance of a Transition Assistance Program (TAP) by the Department of Labor (DoL) in conjunction with the Department of Defense (DoD) and the Department of Veterans Affairs (VA). The Act requires that these Departments enter into a detailed agreement to implement this program.

This Memorandum of Understanding (MOU), accordingly, commits DoL, DoD, and VA to establish and maintain a transition assistance program for members of the Armed Forces who are within 180 days of separation from active duty and their spouses, as required by section 502 of this Act, which adds Chapter 58 to Title 10, U.S. Code. This MOU implements Section 1144 of Chapter 58.

Background: Similar DoL, DoD, and VA conduct of a pilot transition assistance program was authorized by P.L. 101-237, the Veteran's Benefits Amendments of 1989, and now is operating in seven states. In that pilot, DoL, DoD and VA developed and are offering 3-day employment assistance workshops to separating Service members. The workshops provide employment information and vocational guidance to allow separating Service members to make informed career choices. Further, the Service member is provided an array of job placement and employment/training services to carry out those choices and begin the transition to civilian employment prior to separation. Veterans' benefits information also is provided as part of the workshop.

The pilot TAP includes the Disabled Transition Assistance Program (DTAP) as a component. Currently offered at three military medical facilities, DTAP is specially designed employment assistance for Service members being separated for medical reasons.

Objectives: The successful readjustment of veterans into civilian life is a mutual responsibility and concern of the DoL, DoD and VA. To this end, these Departments are committed to active cooperation and coordination in the establishment and maintenance of a program to furnish counseling, assistance in identifying employment and training opportunities, help in

obtaining such employment and training, awareness of veterans' benefits programs, and other related information and services to members of the Armed Forces who are being separated from active duty and the spouses of such members.

Responsibilities: Program delivery leadership for TAP is concentrated in DoL. Participation of Service members and logistical control is vested in DoD. To facilitate a comprehensive program, DoL, DoD, and VA agree to jointly:

- Share information about military personnel reductions as early as possible in order to identify and select locations for TAP expansion;

- Continue to pilot TAP/DTAP delivery at previously selected pilot program sites and proceed with expanded site selection based on factors including size and location of military installations/population centers, nature of force structure assigned (e.g., separation volume) and other extenuating circumstances;

- Work with the Military Departments through the DoD point of contact to avoid duplication of programs and promote an effective sequence of transition services to affected Service members and their spouses;

- Define baseline facility requirements to promote the most effective program delivery environment;

- Review and evaluate the pilot project established under P.L. 101-237 and use the experience gained through the pilot in developing program content and in implementing program expansion as mandated by P.L. 101-510;

- Develop a curriculum to train instructors and design and produce course materials;

- Assure effective communication regarding transition services and their availability to all affected installations and members, actively promote Service member participation in these programs and seminars and develop and/or review program content and other instructional materials;

- Develop specific action plans that detail actions to be taken, timeframes for accomplishment, and resources required;

- Consult on national directives issued to local and State offices, facilities, and installations representing the DoL, DoD and VA in the conduct of TAP/DTAP;

- Coordinate the support services required of and available through other public agencies, military and veterans' service organizations, and the private sector;

- Develop a process to regularly review and assess, through personal monitoring, statistical review and participant feedback, the overall program quality and the specific quality and effectiveness of local delivery at participating sites; consult local coordinators and other officials in the quality evaluation process; and consistently communicate information and observations among the Departments;

- Identify barriers in implementation and explore appropriate options for change; and

- Identify additional resources required to effectively implement and maintain a fully operational TAP/DTAP program, and take necessary action to obtain those resources.

Action Plans: The three Departments will prepare a joint action plan(s) specifying site selection, timetables, specific detailed responsibilities, anticipated staffing and instructor training requirements, baseline logistical support needs, program content, assessment process, and other appropriate requirements to assist their respective field organizations in program delivery. These shall be centrally developed but may be modified to fit local needs and requirements. Action plan(s) shall be completed and disseminated expeditiously after the signing of this agreement.

Oversight: The Assistant Secretary of Labor for Veterans Employment and Training, the Assistant Secretary of Defense for Force Management and Personnel, and the VA Chief Benefits Director, Veterans Benefits Administration, hereby agree to provide oversight for activities under this Memorandum and each shall identify a senior level official to coordinate their respective Department's responsibilities.

Review/Changes: Periodic review of this MOU will be conducted by the Department coordinators as deemed necessary. Changes to this MOU shall be in writing and approved by the signatories or their successors.

Thomas E. Collins
ASSISTANT SECRETARY OF LABOR
FOR EMPLOYMENT AND TRAINING
OF VETERANS

D. Wayne Gray
CHIEF BENEFITS DIRECTOR
VETERANS BENEFITS
ADMINISTRATION

Christopher Jehn JAN 2 1991
ASSISTANT SECRETARY OF DEFENSE
FOR FORCE MANAGEMENT & PERSONNEL

ASSISTANT SECRETARY OF DEFENSE
WASHINGTON, D.C. 20301-4000

FORCE MANAGEMENT
AND PERSONNEL

7 JUN 1991

MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS
CHAIRMAN OF THE JOINT CHIEFS OF STAFF
UNDER SECRETARIES OF DEFENSE
ASSISTANT SECRETARIES OF DEFENSE
GENERAL COUNSEL
INSPECTOR GENERAL
DIRECTOR, OPERATIONAL TEST AND EVALUATION
ASSISTANTS TO THE SECRETARY OF DEFENSE
DIRECTOR, ADMINISTRATION AND MANAGEMENT
DIRECTORS OF THE DEFENSE AGENCIES

SUBJECT: Policy Changes For Transition Assistance Initiatives

Reference: DepSecDef Memorandum, June 3, 1991 (Attachment 1)

Pursuant to delegated authority as referenced, this memorandum provides direction concerning transition benefits and assistance for Service members and their families, and implements P.L. 101-510, sections 502, 503, 504, and 561.

The Department of Defense transition assistance program shall consist of two categories; general transition services which are provided to all separating Service members, and involuntary separation benefits which are provided only to members separating involuntarily.

GENERAL TRANSITION SERVICES

Secretaries of the Military Departments shall ensure that preseparation counseling as described in section 1142, chapter 58 of 10 U.S.C., is made available to each separating Service member and spouse as appropriate within the 180-day period prior to discharge or release from active duty. The availability of such counseling shall be certified in the member's official record. Secretaries of the Military Departments shall also ensure that employment assistance as described in section 1143 is made available to all separating Service members and their spouses as appropriate. The Department of Defense (DoD) has prepared seminar programs, in conjunction with the Departments of Labor and Veterans Affairs, to provide such employment assistance. The most current list of active and projected sites for providing this service is at attachment 2. Service Secretaries shall encourage maximum participation and are authorized to fund travel to such programs for involuntarily separating members and their spouses.

The Secretaries of the Military Departments shall ensure that relocation assistance for personnel overseas as described in

section 1148, 10 U.S.C., is made available to members and their dependents who are separating from active duty. The ASD(FM&P) will designate, by separate memorandum, not fewer than 10 sites as pilot programs at which the requirements of section 1148 shall be carried out during fiscal year 1991.

INVOLUNTARY SEPARATION BENEFITS

In addition to the general transition services described above, Secretaries of the Military Departments shall provide to all eligible involuntarily separating Service members (and their dependents where authorized) the following involuntary separation benefits: employment preference in nonappropriated fund instrumentalities; extended health care; extended commissary and exchange privileges; continued use of military family housing; excess leave or permissive temporary duty (TDY) to facilitate their transition to private sector employment and relocation activities; priority in affiliating with the National Guard or Reserves; expanded travel and transportation allowances and services; continuation of enrollment in the Department of Defense Dependents Schools; and an additional opportunity to enroll in the Montgomery GI Bill. The Department of Defense eligibility standard for involuntary separation benefits is at attachment 3. Further details for implementing these transition benefits are in attachments 4 and 5. Attachment 6 is a synopsis of the available transition services and benefits by eligible categories.

Secretaries of the Military Departments and the Assistant Secretaries of Defense (Force Management & Personnel), (Production & Logistics), and (Health Affairs) shall use the attached changes and Departmental guidance for administration of transition programs and to modify existing directives and instructions, as applicable. Specific additional guidance for the implementation of medical benefits and for reimbursement procedures for unavailable benefits will be forthcoming in separate memorandums. In order to ensure appropriate uniformity of services within DoD, each Military Department, and other addressees as appropriate, shall furnish a copy of their implementation plans regarding these transition benefits and services to this office within 60 days.

Christopher John

Attachments:
As stated

BEST COPY AVAILABLE

THE DEPUTY SECRETARY OF DEFENSE

WASHINGTON, D.C. 20301

June 2, 1992

MEMORANDUM FOR: SECRETARIES OF THE MILITARY DEPARTMENTS
CHAIRMAN OF THE JOINT CHIEFS OF STAFF
DIRECTOR OF ADMINISTRATION AND MANAGEMENT

SUBJECT: Delegation of Authority Relating to Transition Assistance

The authority of the Secretary of Defense under Chapter 58 of Title 10 of the United States Code is hereby delegated to the Assistant Secretary of Defense for Force Management and Personnel. The Assistant Secretary shall ensure appropriate uniformity within the Department of Defense in the administration of Chapter 58.

The Assistant Secretary should coordinate the exercise of authority under Chapter 58 and this memorandum as appropriate with the Secretaries of the Military Departments, the Chairman of the Joint Chiefs of Staff, and other departmental officials.

The Assistant Secretary should ensure prompt implementation of Chapter 58 and provide a report to me on the status of its implementation within 30 days of the date of this memorandum.

Attachment 1

TRANSITION EMPLOYMENT ASSISTANCE PROGRAMS

Installation	Est. St. Date*	Installation	Est. St. Date*
Plattsburg AFB, NY	Sep 91	Fort Huachuca, AZ	Sep 91
Griffiss AFB, NY	Sep 91	Davis-Monthan AFB, AZ	Sep 91
Fort Drum, NY	Sep 91	Williams AFB, AZ	Sep 91
Naval Stn, NY	Sep 91	Luke AFB, AZ	Sep 91
		MCAS Yuma, AZ	Sep 91
Dover AFB, DE			
Fort Eustis, VA		Schofield Barracks, HI	
Langley AFB, VA		Fort Shafter, HI	
Norfolk Nav Stn, VA		Wheeler AFB, HI	
		Hickam AFB, HI	
Camp Lejeune, NC		Pearl Harbor Nav Base, HI	
MCAS Cherry Point, NC	Jun 91	MCAS Kaneohe, HI	
Seymour Johnson AFB, NC	Jul 91		
Pope AFB, NC	Jul 91	Alameda Nav Stn, CA	
Fort Bragg, NC	Jul 91	Lemoore Nav Stn, CA	
		Long Beach Nav Stn, CA	
Charleston AFB, SC	Jul 91	Miramar Nav Stn, CA	
Charleston Nav Base, SC	Jul 91	Moffett NAS, CA	
MCB Parris Island /		Point Mugu Nav Stn, CA	
MCAS Beaufort, SC	Jul 91	Port Hueneme Nav Stn, CA	
Shaw AFB, SC	Jul 91	Treasure Island Nav Stn, CA	
Myrtle Beach AFB, SC	Jul 91	32d Street Nav Stn, CA	
Fort Jackson, SC	Jul 91	Beale AFB, CA	
		Castle AFB, CA	
Fort McPherson, GA		Edwards AFB, CA	
Fort Benning, GA		George AFB, CA	
		March AFB, CA	
Pensacola NAS/Eglin AFB, FL		McClellan AFB, CA	
MacDill AFB, FL		Norton AFB, CA	
Jacksonville Nav Stn, FL		Travis AFB, CA	
		Vandenburg AFB, CA	
Great Lakes Nav Base, IL	Aug 91	Fort Ord, CA	
Chanute AFB, IL	Aug 91	MCB Pendleton, CA	
Scott AFB, IL	Aug 91	MCAS Tustin/El Toro, CA	
		MCB 29 Palms, CA	
Fort Polk, LA			
Barksdale AFB, LA	Aug 91	Bangor Nav Stn, WA	
		Bremerton Nav Stn, WA	
Lackland AFB, TX		NAS Whidby Island, WA	
Kelly AFB, TX		Fort Lewis, WA	
Brooks AFB, TX		McChord AFB, WA	
Randolph AFB, TX			
Fort Sam Houston, TX		Elmendorf AFB, AK	Aug/Sep 91
Bergstrom AFB, TX		Fort Richardson, AK	Aug/Sep 91
		Eielson AFB, AK	Aug/Sep 91
Fort Riley, KS	Jul 91	Fort Wainwright, AK	Aug/Sep 91
Offutt AFB, NE			
Fitzsimmons AMC, CO		Grand Forks AFB, ND	Aug 91
Lowry AFB, CO		Minot AFB, ND	Aug 91
Fort Carson, CO	Jun 91		
Peterson AFB, CO	Jun 91		

* Sites without estimated start dates are already active.

Attachment 2

DoD STANDARD OF ELIGIBILITY
FOR
TRANSITION BENEFITS AS A RESULT OF INVOLUNTARY SEPARATION

For transition assistance purposes, "involuntary separation" refers to the separation from active duty of any Service member who was on active duty or full-time National Guard duty on September 30, 1990, and who is denied reenlistment or who is involuntarily discharged under other than adverse conditions, as characterized by the Service Secretary concerned. Whether a discharge is under adverse conditions is determined by referring to the reasons for separation as well as the character of the member's service, as determined in accordance with DoD Directive 1332.14 for enlisted members and DoD Directive 1332.30 for officers. In order to qualify for transition benefits, the member must be separated involuntarily:

a. under honorable conditions, and,

b. for enlisted members, not for reasons of misconduct, separation in lieu of court-martial, or for other reasons established by the military department concerned for which service normally is characterized as under other than honorable conditions.

c. for officers, not for resignation in lieu of trial by court-martial, or misconduct or moral or professional dereliction if the discharge could be characterized as under other than honorable conditions.

Service Secretaries, without further delegation, may designate certain categories of involuntary retirements as also eligible. To insure overall uniformity, proposed implementing Service policy shall be coordinated with the Assistant Secretary of Defense for Force Management and Personnel (ASD(FM&P)) prior to Service promulgation.

Attachment 3

TRANSITION HEALTH CARE

For the 5-year period commencing October 1, 1990, members separated involuntarily within the meaning of 10 U.S.C., section 1141 (as added by section 502 of the FY 1991 National Defense Authorization Act, P.L. 101-510), and their dependents shall receive medical and dental care in DoD medical/dental facilities or medical care through the CHAMPUS system in the same priority as dependents of members on active duty. This DoD-sponsored health care shall be for a period of 120 days after the separation date if the sponsor served 6 years or more on active duty, and 60 days if the sponsor was on active duty fewer than 6 years. If during or within 30 calendar days subsequent to the above period of DoD-sponsored medical/dental care coverage, a member elects to enroll in a DoD-sanctioned conversion health insurance policy, and a claim is denied on the grounds that a condition (including pregnancy) was preexisting, then DoD will cover the expense for the treatment of that preexisting condition for up to 1 year during enrollment in that policy. The preexisting condition is covered only when it is a covered benefit by DoD. The 1-year period for preexisting condition care commences on the effective date of coverage under the conversion health care policy.

Attachment 4

POLICY CHANGES TO DoD ISSUANCES

a. Change DoD 1401.1-M, "Personnel Policy Manual for Nonappropriated Fund Instrumentalities," December 1988

Page II-9, add new section E. as follows:

"E. PREFERENCE IN HIRING FOR INVOLUNTARILY SEPARATED MEMBERS OF THE ARMED FORCES AND THEIR DEPENDENTS

"1. In accordance with P.L. 101-510, section 502(a) (which added section 1143(d) to title 10 U.S. Code) the Heads of the DoD Components shall take steps to provide preference in hiring by NAFIs for involuntarily separated members of the Army, Navy, Air Force, and Marine Corps, and their dependents.

"2. This program is in addition to section D. above, except that section shall have priority over a preference under this section.

"3. A person may receive a preference in hiring only once under P.L. 101-510. Transition hiring preference is terminated upon placement in or declination of (whichever occurs first) a NAF position for which application is made.

"4. Preference applies to all NAF jobs, UA-8 and below and equivalent positions and for positions paid at hourly rates, regardless of the grade of the job, for which the individual eligible for transition hiring preference applies and is fully qualified.

"5. Preference applies to any NAF job which is open to competition in accordance with merit practices; even if there are enough "in-house eligibles" otherwise to limit competition just to them under merit procedures. In other words, preference will not be limited to just those vacancies where it is necessary to hire someone outside the organization.

"6. A person eligible for preference shall be referred for selection only if he or she is among the best qualified candidates after a competitive screening process is completed."

Attachment 5

2

b. Extended use of Commissaries and Exchanges - 2 Years.

1. DoD 1330.17-R, "Armed Services Commissary Regulations (ASCR)," April 1987.

Page 2-5, add subsection 2-101.20 as follows:

"2-101.20 Transition Personnel
Personnel involuntarily separated from active duty under honorable conditions during the 5-year period commencing October 1, 1990, shall continue to receive commissary privileges as if on active duty for a period not to exceed 2 years from the date of separation."

2. DoD Directive 1330.9, "Armed Services Exchange Regulations," December 15, 1986.

Page 2-7, add subsection 2-101t. as follows:

"t. Transition Personnel. Personnel involuntarily separated from active duty under honorable conditions during the 5-year period commencing October 1, 1990, shall continue to receive exchange service privileges as if on active duty for a period not to exceed 2 years from the date of separation."

c. Change DoD 4165.63-M, "DoD Housing Management," June 1988

Page 1-4, paragraph C.2.h., line 5 add:

"Space permitting, as determined by the installation commander, members involuntarily separated under honorable conditions and members of their household residing with them in assigned housing during the 5-year period commencing October 1, 1990, may be permitted to remain in quarters for up to 180 days following separation on a rental basis equivalent to VHA and BAQ for that locality. Commanders must exercise prudence in administering this privilege to ensure active duty personnel are neither displaced nor otherwise negatively affected. The Secretary concerned may waive all or a portion of the rent when deemed appropriate due to hardship or substandard quality of quarters."

Attachment 5

d. Change DoD Directive 1327.5, "Leave and Liberty," September 24, 1985

1. Page 6, subsection F.4. Add new paragraph:

"d. Excess leave (for a period not in excess of 30 days) or permissive temporary duty (not in excess of 10 days), shall be granted a Service member prior to being discharged or released from active service as an involuntary separation, unless to do so would interfere with military missions. Such excess leave is granted by the Secretary concerned to facilitate the member's carrying out necessary relocation activities (such as job search and residence search activities). If excess leave is granted for this purpose, permissive temporary duty may not also be granted."

2. Page 8, subsection F.8. Add new paragraphs:

"g. Activities (such as job search and residence search), which facilitate relocation of a Service member being discharged or released from active service as an involuntary separation. The Secretary concerned shall grant permissive temporary duty (for a period not in excess of 10 days) or excess leave (not in excess of 30 days), unless to do so would interfere with military missions. If permissive temporary duty is granted for this purpose, excess leave may not also be granted.

"h. Participation in a Department of Defense-approved transition program by a member during the 180-day period prior to separation if such programs are not locally available, e.g., Transition Assistance Program (TAP) seminars for job training assistance and employment assistance, conducted by the Department of Labor, in conjunction with the Departments of Defense and Veterans Affairs, among others."

e. Change DoD 4515.13-R, "Air Transportation Eligibility"

Page 4-2, subparagraph 4-5.b.(2)(a): Add the following to subparagraph (a):

"Military personnel within 180 days prior to separation or discharge from active duty traveling on permissive TDY orders, published under applicable military department regulations, for the purpose of attending a Department of Defense-approved transition program seminar. A member

may be accompanied by the spouse between CONUS and overseas, and within and between overseas areas. Dependent space available travel within CONUS to attend such a seminar is prohibited."

f. Change DoD Directive 1205.14, "Enlistment, Appointment, and Assignment of Individuals in Reserve Components," May 24 1974.

Page 5, add new subsection I. to section III as follows:

"I. 1. Any person involuntarily separated from the Armed Forces during the 5-year period beginning October 1, 1990, who is fully qualified in all respects for enlistment in or affiliation with the Selected Reserves and who applies to become a member of a National Guard or Reserve unit within 1 year after the date of such separation shall be given preference over any other equally qualified applicants for existing or projected vacancies within the unit to which the individual applies.

"2. Any person covered in subsection I. 1., above, who enters a National Guard or Reserve unit may be retained in that unit for up to 3 years without regard to component strength limitations so long as the individual maintains good standing in that unit."

g. Joint Federal Travel Regulations (JFTR).

Amend Chapter 5 as follows:

"Section 503 of PL 101-510, FY '91 National Defense Authorization Act, amends title 37 sections 404 and 406 to authorize travel allowances to a home of selection for the member, his/her dependents and shipment and storage of household goods for members involuntarily separated during the 5-year period beginning on October 1, 1990. This entitlement is authorized for members of the Army, Navy, Air Force, and Marine Corps only, and is limited to members that were serving on active duty in the Armed Forces on September 30, 1990, who if involuntarily separated, would not immediately be eligible for retired or retainer pay."

Attachment 5

h. Change DoD Directive 1342.13, "Eligibility Requirements for Education of Minor Dependents in Overseas Areas, July 8, 1982."

Page 3, subsection E.1., add paragraph j. as follows:

"j. During the 5-year period beginning October 1, 1990, dependents of military personnel enrolled under paragraphs E.1., above, or E.3.a. who have completed their junior year and are, on the date their military sponsor is involuntarily separated from active duty, are likely to complete secondary school within 12 months of the date of such separation are authorized to enroll in the final (senior) year of high school at U.S. Government expense. Enrollment will be in the same school in which enrolled on the date of involuntary separation or in another school, as determined by the regional director, serving the same military community."

i. Change DoD Directive 1322.16, "Veterans' Educational Assistance Act of 1984 (GI Bill)," March 25, 1985.

Page 5, subsection F.2.: Add new paragraph h.:

"h. Benefits for Members Subject to Involuntary Separation

Members of the Armed Forces on active duty September 30, 1990, subject to involuntary separation, who previously elected not to participate in the Montgomery GI Bill (MGIB), but withdraw such election prior to separation, or who fall under the Veterans Educational Assistance Program (VEAP), shall be granted an opportunity to enroll or convert to MGIB before separation. To qualify for enrollment, notwithstanding any other provision of law, Service members must:

"(1) Be subject to involuntary separation that will result in an "Honorable" discharge on or after February 3, 1991.

"(2) Have their pay reduced by $1,200.

j. DoD Instruction 1000.13, "Identification Cards for Members of the Uniformed Services, Their Dependents, and Other Eligible Individuals," October 19, 1988.

Page 4-1-24, add new subparagraph S. to the DD Form 1173 Entitlement Guide (enclosure 4), as follows:

"S. Involuntarily separated members of the Army, Navy, Air Force, or Marine Corps on active duty or full-time National Guard duty on September 30, 1990, and their dependents (P.L. 101-510, section 502):

6

	MC	MS	C	I	E
Involuntarily separated member	1	1	3	3	3
Lawful spouse	1	1	3	3	3
Children, unmarried, under 21 legitimate, adopted, stepchild, illegitimate child of record of female member, illegitimate child of male member whose paternity has been judicially determined	1	1	263	364	364
illegitimate child of male member whose paternity has not been judicially determined, illegitimate child of spouse	162	162	263	364	364
ward	No	No	263	364	364
Children, unmarried, 21 and over (if entitled above)	16465	16465	26365	36465	36465
Father, mother, father-in-law, mother-in-law, stepparent, parent by adoption	No	162	263	364	364

NOTES:

"1. a. Yes, if the member was separated beginning on October 1, 1990, but before October 1, 1995, entitlement shall be for 60 days for members separated with less than 6 years of active service and 120 days for members separated with 6 or more years of active service beginning on the date the member is separated; or

"b. Yes, if the member and the dependent is not entitled to Medicare Part A hospital insurance through the Social Security Administration.

"2. Yes, if a member of a household maintained by or for an authorized sponsor and dependent on that sponsor for over 50 percent of his or her support at the time of the member's separation.

"3. Yes, if the member was separated beginning on October 1, 1990, but before October 1, 1995, entitlement shall be for 2 years beginning on the date the member separated.

"4. Yes, if dependent on the authorized sponsor for over 50 percent of his or her support at the time of the member's separation.

Attachment 5

"5. a. Yes, if the child is incapable of self-support because of a mental or physical incapacity that existed before age 21; or

"b. Yes, if the child has not passed his or her 23rd birthday and is enrolled in a full-time course of study in an institution of higher learning as approved by the Secretary of Education."

Attachment 5

DoD TRANSITION

BENEFITS, SERVICES AND OUTPLACEMENT ASSISTANCE
(SYNOPSIS OF FY 1991 LEGISLATIVE PROGRAM AND ELIGIBILITY)

ALL MILITARY SEPARATIONS

PRESEPARATION COUNSELING (ALL MEMBERS RELEASED FROM ACTIVE DUTY):

- Documentation in the member's record that counseling was offered concerning:
  - — Educational Assistance, including the Montgomery GI Bill (MGIB)
  - — Compensation and vocational rehabilitation entitlements offered under the Departments of Defense, Labor, and Veterans Affairs
  - — Procedures / advantages of affiliation with Selective Reserves
  - — Information on Government and private-sector employment search / placement assistance
  - — Employment search / placement assistance for spouses
  - — Availability of relocation assistance services and benefits
  - — Availability of medical / dental coverage after separation
  - — Effects of career change on member and family (members and dependants)
  - — Financial planning assistance
- Medical records of members being medically separated or retired (with member's consent) shall be transmitted to the Secretary of Veterans Affairs within 60 days of separation/retirement

EMPLOYMENT ASSISTANCE:

- Certification or verification of job skills / experience
- Employment assistance centers at appropriate military installations
- Release of pertinent information (by consent) to employment agencies
- A program for members and spouses to receive within 180 days prior to separation:
  - -- Counseling assistance in identifying employment / training opportunities
  - -- Help in locating such employment and training
  - -- Information on labor market, civilian work place requirements and training opportunities, instruction on resume preparation, job analysis and interview techniques
  - -- Information on Federal, State, local programs, and programs of military and veteran service organizations, that may be of assistance after separation
  - -- Information on availability of verification or certification of job skill / experience acquired while on active duty that may be applicable to private-sector employment
  - — Information and assistance in efforts to obtain loans and grants from the Small Business Administration and other Federal / State / local agencies
  - -- Information about geographic areas in which separating members will relocate after separation, including employment opportunities, labor market, cost of living (cost of available housing, child care, education, and medical care)
  - — Information about job fairs for separating members

RELOCATION ASSISTANCE:

- A program to assist members and their dependents (particularly overseas) with adjustments to civilian life
  - -- Focus on special needs of individuals separating / relocating from overseas
  - -- Includes, to the extent possible, computerized job relocation assistance and job search information

Attachment 6

BEST COPY AVAILABLE

INVOLUNTARY MILITARY SEPARATIONS ONLY

EXCESS LEAVE AND PERMISSIVE TDY:

- Consistent with mission requirements, up to 30 days of excess leave, or 10 days of permissive TDY, for job-/ house-hunting or other relocation activities

PRIORITY IN AFFILIATING WITH GUARD AND RESERVES:

- Priority placement on applications made within 1 year after separation

TRAVEL & TRANSPORTATION ALLOWANCES:

- Unrestricted CONUS choice of destination for move and shipment of household goods (HHG) within 1 year after separation
- Up to 1 year of non-temporary storage of HHG at Government expense
- Shipment of HHG at Government expense within 1 year of separation

EXTENSION IN DODDS SYSTEM:

- Permits dependents to remain in DODDS system for completion of high school if 11th grade is complete when the sponsor separates, and the student is likely to complete high school within 1 year of the sponsor's separation date

EDUCATIONAL BENEFITS — MONTGOMERY GI BILL:

- An additional opportunity to enroll in the MGIB prior to separation
- Opportunity to convert from VEAP to MGIB with refund as appropriate

INVOLUNTARY MILITARY SEPARATIONS AND THEIR DEPENDENTS

HEALTH BENEFITS:

- CHAMPUS or in-house care for involuntary separatees and dependents
  - Fewer than 6 years of service: 60 days
  - Six or more years of service: 120 days
  - 1 year coverage for preexisting conditions if enrolled in a DoD-approved conversion health insurance plan

EXTENSION OF COMMISSARY AND EXCHANGE PRIVILEGES:

- Continue use of commissaries and exchange facilities for 2 years after separtion

EXTENSION IN MILITARY FAMILY HOUSING:

- Members, and their dependents, residing in Government quarters may be permitted to remain in quarters up to 180 days after separation at a reasonable rental rate

EMPLOYMENT - NONAPPROPRIATED FUND (NAF) POSITIONS:

- One-time employment preference in NAF instrumentalities

Attachment 6

UNCLASSIFIED

INFORMATION PAPER

TAPC-PDC
19 March 1991

SUBJECT: Army Career and Alumni Program (ACAP)

1. Purpose: To provide information on the Army Career and Alumni Program for the Spring Army Commanders' Conference

2. Facts:

a. The Army Career and Alumni Program (ACAP) is a comprehensive program designed to provide transition and job assistance services to the Army family.

b. ACAP is a commander's program. It is the vehicle through which the commander meets his/her responsibilities to personnel separating from the Army. It is the "umbrella" organization that synchronizes current transition services and adds to selected installations, a transition assistance office (TAO), and contracted job assistance center (JAC).

c. The TAO personalizes and systematizes the transition process. It is the first stop, offering a mechanism to ensure quality retention; an individual transition plan for soldier/civilian and family; and counseling on the effect of career change. The JAC is a contracted service, providing seminars and workshops to assist in job preparation and search. Individual career counseling, resume preparation, access to national employers, and referral to external job assistance agencies is provided.

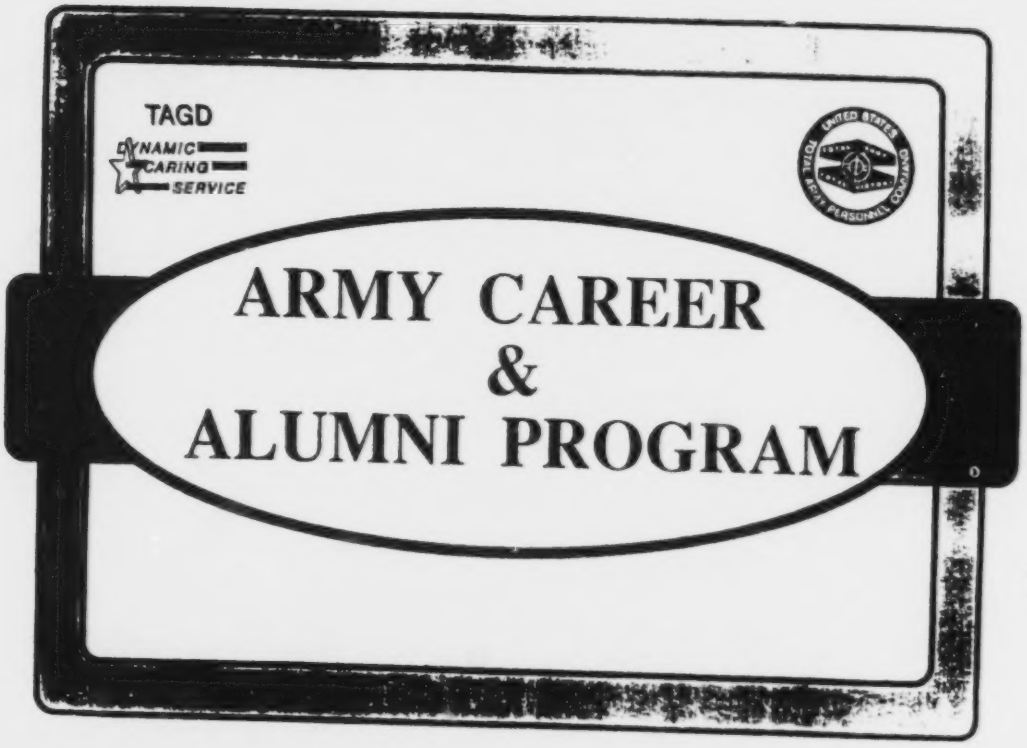
d. ACAP is fast becoming a reality. Seven pilot sites located at Ft. Myer, VA; Ft. Carson, CO; Ft. Knox, KY; Ft. Polk, LA; AVSCOM, St. Louis, MO; Yongsan, Korea; and Hanau, Germany. Upon full implementation in the summer 1991, the ACAP network will be capable of serving approximately 180,000-220,000 people annually.

e. MACOMS and installations are actively working the details to ensure timely program establishment. The centralized job assistance contract is being administered at HQ Army. We expect the contract to be awarded in May, and all sites to be operational by late August 1991.

f. As the Army moves from Operation Desert Storm to realignment and reshaping the force, ACAP will quickly become a vital tool for commanders.

Mr. Jim Hoffman/DSN 221-0111
Approved By:

UNCLASSIFIED


TAGD
DYNAMIC
CARING
SERVICE
ARMY CAREER
&
ALUMNI PROGRAM

47-197 0 - 91 - 8

ARMY CAREER & ALUMNI PROGRAM

OBJECTIVES

ACAP OVERVIEW

TRANSITION ASSISTANCE OFFICE

JOB ASSISTANCE CENTER

MOI DETAILS
- -RECRUITMENT OF TAO
- -INSTALLATION FACILITY REQUIREMENTS
- -TRAINING SCHEDULE
- -BUDGET
- -IPR

QUESTIONS/ANSWERS

ARMY CAREER & ALUMNI PROGRAM

WHAT IS ACAP?

- COMPREHENSIVE PROGRAM TO TRANSITION PERSONNEL OUT OF ARMY IN A CARING AND ORGANIZED MANNER...
- WHILE MAINTAINING OUR COMMITMENT TO QUALITY RETENTION AND RECRUITMENT

ARMY CAREER & ALUMNI PROGRAM

WHY ACAP?

- RETAIN QUALITY SOLDIERS
- TRANSITION PERSONNEL IN A CARING, ORGANIZED AND DISPLINED MANNER
- REDUCE NEGATIVE FEELINGS/ POSTIVELY AFFECT FUTURE RECRUITMENT
- ENCOURAGE PERSONNEL TO JOIN THE RESERVES

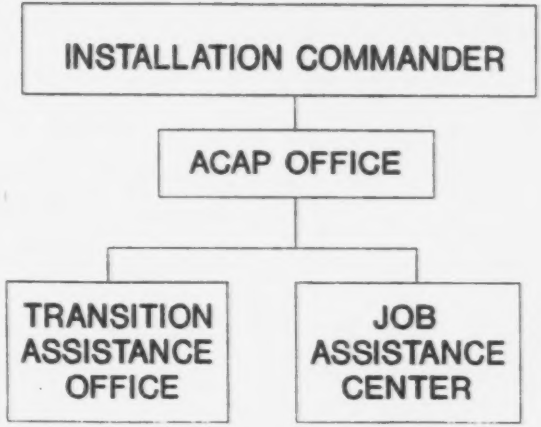
ARMY CAREER & ALUMNI PROGRAM

WHO BENEFITS?

- HONORABLY SEPARATING AD & RC SOLDIER (VOLUNTARY AND INVOLUNTARY)
- DA CIVILIANS SEPARATING DUE TO FORCE REDUCTIONS OR RETIREMENT
- FAMILY MEMBERS OF TRANSITIONERS

ARMY CAREER & ALUMNI PROGRAM

HOW IS ACAP STRUCTURED ON THE INSTALLATION?



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ACAP INITIATIVES

TRANSITION ASSISTANCE OFFICE (TAO)

- ADVISE AND ASSIST
- FOCAL POINT FOR TRANSITION PROBLEMS

ACAP INITIATIVES
CONTINUED

JOB ASSISTANCE CENTER (JAC)

227

- TRAINING IN "HOW TO FIND A JOB"
- WORKSHOPS AND SEMINARS
- INDIVIDUAL ASSISTANCE AND COUNSELING
- ONE-STOP FACILITY
- REFERRAL SERVICE
- AUTOMATED NATIONAL EMPLOYER NETWORK
- CONTRACTOR OPERATED

ARMY CAREER & ALUMNI PROGRAM

WHERE IS ACAP ESTABLISHED?

ARMY CAREER & ALUMNI PROGRAM

WHAT ARE OUR IMMEDIATE PLANS?

ESTABLISH 67 ACAP SITES WORLDWIDE IN SUMMER 1991

- BOTH: ACAP TRANSITION ASSISTANCE OFFICES + JOB ASSISTANCE CENTERS
- ONLY: ACAP TRANSITION ASSISTANCE OFFICES

ACAP SITES

CONUS

ABERDEEN PG, MD
TACOM, MI
FT. BELVOIR, VA
FT. BEN HARRISON, IN
FT. BENNING, GA
FT. BLISS, TX
FT. BRAGG, NC
FT. CAMPBELL, KY
* FT. CARSON, CO
FT. DEVENS, MA
FT. DIX, NJ
FT. DRUM, NY
FT. EUSTIS, VA
FT. GORDON, GA
FT. HOOD, TX
FT. HUACHUCA, AZ
FT. IRWIN, CA
FT. JACKSON, SC
* FT. KNOX, KY
FT. LEAVENWORTH, KS
FT. LEE, VA
FT. LEONARD WOOD, MO
FT. LEWIS, WA
FT. MCCLELLEN, AL
FT. MCPHERSON, GA
FT. MEADE, MD
FT. MONMOUTH, NJ
FT. MONROE, VA
* FT. MYER, VA
FT. ORD, CA
* FT. POLK, LA
FT. RILEY, KS
FT. RUCKER, AL
FT. SAM HOUSTON, TX
FT. SHERIDAN, IL
FT. SILL, OK
FT. STEWART, GA
LETTERKENNY A D, PA
PICATINNY ARSENAL, NJ
RED RIVER DEPOT, TX
REDSTONE ARSENAL, AL
ROCK ISLAND ARSENAL, IL
* ST. LOUIS AVSCOM
TOOELE ARMY DEPOT, UT

OCONUS

FT. RICHARDSON, AK
SCHOFIELD BKS, HI
FT. WAINWRIGHT, AK
* HANAU, GERMANY
PANAMA
YONGSAN, KOREA

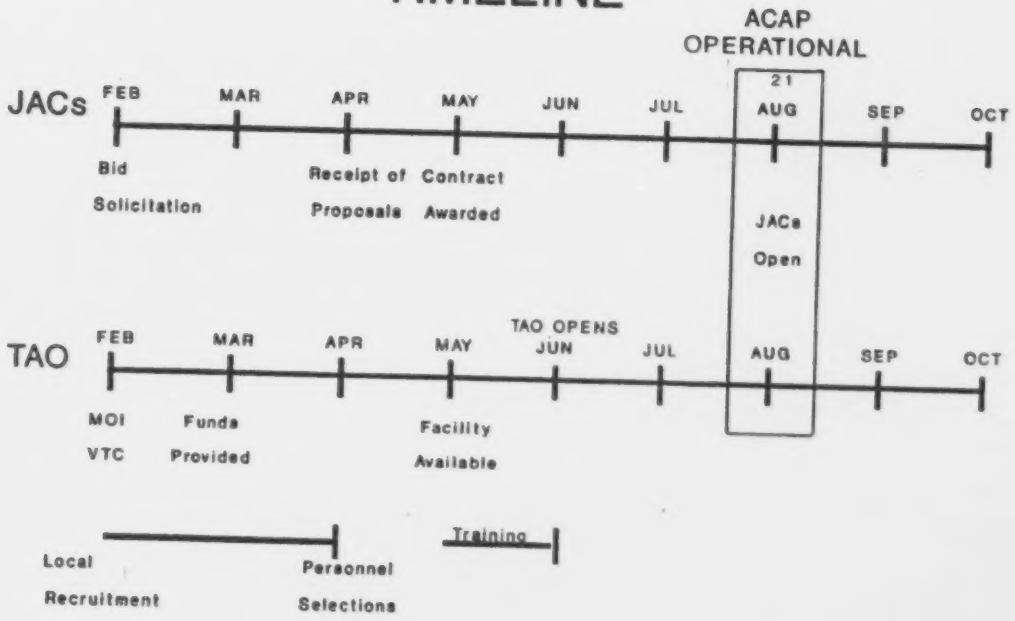
* 7 PILOT SITES OPEN BY 15 JAN 91

ARMY CAREER & ALUMNI PROGRAM

PLANS FOR IMPLEMENTATION

- MOI TO MACOMS/INSTALLATIONS
  4 FEBRUARY 1991
  ..RECRUIT TAO STAFFS
  ..IDENTIFY INSTALLATION FACILITY
  ..PURCHASE ADP EQUIPMENT
- VIDEO-TELECONFERENCES BY MACOM
  AMC/MDW - 15 FEBRUARY
  FORSCOM - 20 FEBRUARY
  TRADOC/USAPAC - 21 & 26 FEBRUARY

ACAP IMPLEMENTATION TIMELINE



ARMY CAREER & ALUMNI PROGRAM

WHAT WILL BE FUNDED?

- SENT BY MIPR
  - -SALARIES
  - -SUPPLIES
  - -FURNITURE ($1000 PER PERSON)
  - -PHONE
  - -TDY FOR TAO TRAINING

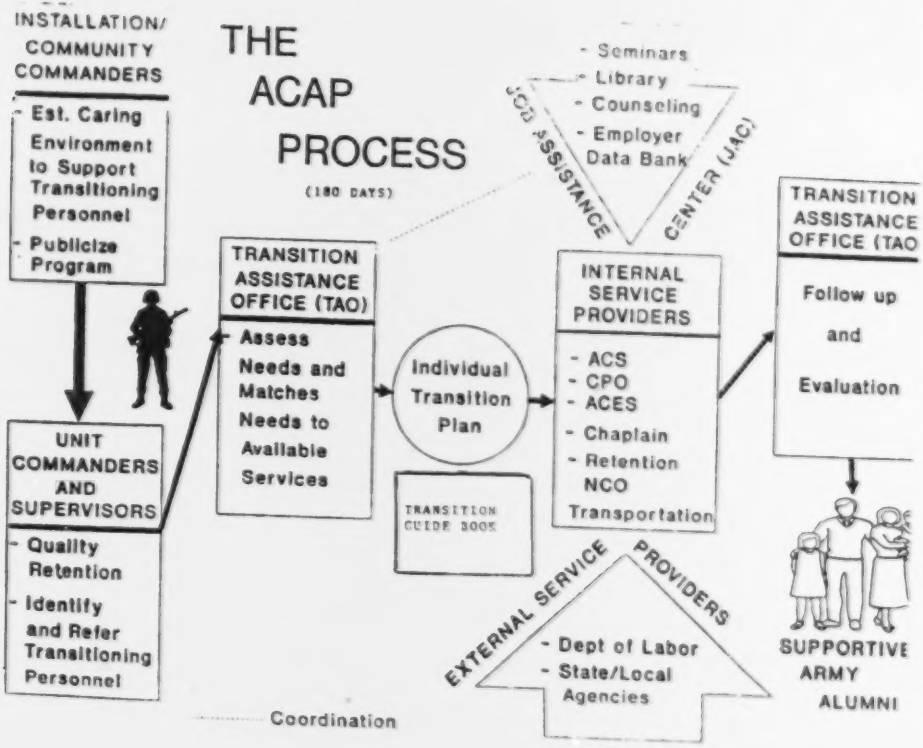
ARMY CAREER & ALUMNI PROGRAM

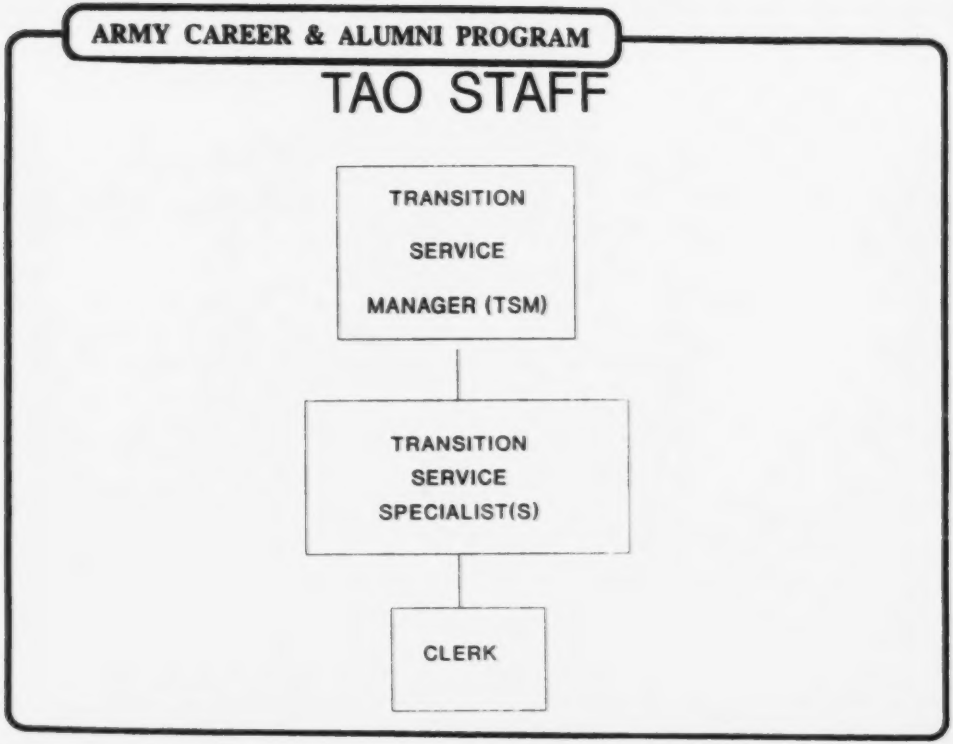
DEMOBILIZATION?

ARMY CAREER & ALUMNI PROGRAM

TRANSITION ASSISTANCE OFFICE (TAO)
MISSION

- COMMANDER'S PRIMARY STAFF OFFICE FOR TRANSITION SERVICES
- FIRST STOP IN TRANSITION PROCESS
- INTEGRATE INSTALLATION SERVICES
- PROVIDE INDIVIDUAL TRANSITION PLAN
- PROVIDE TOTAL QUALITY TRANSITION MANAGEMENT


INSTALLATION/ COMMUNITY COMMANDERS
- Est. Caring Environment to Support Transitioning Personnel
- Publicize Program
THE ACAP PROCESS
(180 DAYS)
- Seminars
- Library
- Counseling
- Employer Data Bank
JOB ASSISTANCE CENTER (JAC)
TRANSITION ASSISTANCE OFFICE (TAO)
- Assess Needs and Matches Needs to Available Services
Individual Transition Plan
TRANSITION GUIDE BOOK
INTERNAL SERVICE PROVIDERS
- ACS
- CPO
- ACES
- Chaplain
- Retention NCO
Transportation
TRANSITION ASSISTANCE OFFICE (TAO
Follow up and Evaluation
UNIT COMMANDERS AND SUPERVISORS
- Quality Retention
- Identify and Refer Transitioning Personnel
EXTERNAL SERVICE PROVIDERS
- Dept of Labor
- State/Local Agencies
SUPPORTIVE ARMY ALUMNI
Coordination


ARMY CAREER & ALUMNI PROGRAM
TAO STAFF
TRANSITION SERVICE MANAGER (TSM)
TRANSITION SERVICE SPECIALIST(S)
CLERK

ARMY CAREER & ALUMNI PROGRAM

TRANSITION SERVICE MANAGER (TSM)

- ADVERTISE & MARKET ACAP
- TAILOR SERVICES TO INSTALLATION NEEDS
- ADVISE COMMANDER
- COORDINATE & INTEGRATE RESOURCES
- ADVOCATE FOR TRANSITIONERS
- MEASURE PROGRAM'S SUCCESS
- OVERSEE JAC

ARMY CAREER & ALUMNI PROGRAM

TRANSITION SERVICE SPECIALIST (TSS)

- COUNSEL, SUPPORT, ENCOURAGE TRANSITIONING PERSONNEL
- DETERMINE AND PRIORITIZE NEEDS
- MATCH NEEDS TO AVAILABLE SERVICES
- DEVELOP INDIVIDUAL TRANSITION PLAN (ITP)
- REFER TO SERVICE PROVIDERS
- LIAISON WITH INSTALLATION SERVICE PROVIDERS

ARMY CAREER & ALUMNI PROGRAM

TRADOC STAFFING GUIDE

LARGE INSTALLATIONS	(1 TSM, 4 TSS, 1 CLERK)
• FORT BENNING	• FORT LEONARD WOOD
• FORT KNOX	• FORT BLISS
• FORT SILL	
MEDIUM INSTALLATIONS	(1 TSM, 2 TSS, 1 CLERK)
• FORT McCLELLAN	• FORT JACKSON
• ABERDEEN PG	• FORT DIX
• FORT EUSTIS	• FORT LEE
• FORT RUCKER	• FORT GORDON
SMALL INSTALLATIONS	(1 TSM, 1 TSS, 1 CLERK)
• FORT LEAVENWORTH	• FORT MONROE
• FORT BEN HARRISON	
REGIONAL SITES	1 ADDITIONAL TSS

ARMY CAREER & ALUMNI PROGRAM

USAPAC STAFFING GUIDE

MEDIUM INSTALLATIONS (1 TSM, 2 TSS, 1 CLERK)

- SCHOFIELD BARRACKS

SMALL INSTALLATIONS (1 TSM, 1 TSS, 1 CLERK)

- FORT WAINWRIGHT
- FORT RICHARDSON

REGIONAL SITES 1 ADDITIONAL TSS

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ARMY CAREER & ALUMNI PROGRAM

TRAINING

- CONTRACTED
- 1-WEEK (DC AREA)
- FUNDED BY DA
- TSM, TSS, MACOM REPS

ARMY CAREER & ALUMNI PROGRAM

JOB ASSISTANCE CENTER

A facility on the installation where job search information, training and counseling is available. The Job Assistance Center is staffed with qualified, experienced counselors in the field of Job Assistance and Employment Counseling.

ARMY CAREER & ALUMNI PROGRAM

JOB ASSISTANCE CENTER
SERVICES

- Professional Job Assistance Specialists
- On-going standardized job search training

  3 Hour Seminars
  6 Hour Workshops

- One stop job hunting
- Referral to external job hunting resources (federal, state, associations)

ARMY CAREER & ALUMNI PROGRAM

CONTRACTOR INSTALLATION MANAGER (CIM)

RESPONSIBILITIES

- MANAGES THE STAFF AND DAILY OPERATIONS OF THE JOB ASSISTANCE CENTER AT THE INSTALLATION LEVEL.
- ESTABLISHES A WORKING RELATIONSHIP WITH THE TRANSITION SERVICES MANAGER, INSTALLATION COMMANDERS, AND OTHER INSTALLATION SERVICE PROVIDERS.
- ESTABLISHES RAPPORT WITH EXTERNAL EMPLOYMENT AGENCIES, POTENTIAL EMPLOYERS, AND SERVICE PROVIDERS TO DEVELOP A NETWORK FOR CURRENT INFORMATION AND CONTACTS.

ARMY CAREER & ALUMNI PROGRAM

JOB ASSISTANCE COUNSELORS

RESPONSIBILITIES

- CONDUCTS INDIVIDUAL COUNSELING AND ASSESSMENT
- CONDUCTS SEMINARS AND WORKSHOPS
- NETWORKS WITH INTERNAL AND EXTERNAL JOB SOURCES
- MAINTAINS REFERENCE LIBRARY
- PULLS TOGETHER ALL JOB HUNTING RESOURCES
- REFERS TO OTHER AGENCIES

ARMY CAREER & ALUMNI PROGRAM

JAC STAFFING

TRADOC

SITE	CIM	COUNSELOR	ADMIN
Ben Harrison•	1	2	2
Benning•	1	3	2
Bliss	1	1	1
Dix•	1	2	2
Eustis	1	1	1
Gordon	1	1	1
Jackson	1	1	1
Knox	1	2	1
Leavenworth	1	1	1
Lee	1	1	1
Leonard Wood	1	1	1
Polk	1	1	1
McClellan	1	1	1
Rucker	1	1	1
Sill	1	1	1

(•Regional - MONROE WILL BE SERVICED BY DIX)

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ARMY CAREER & ALUMNI PROGRAM

JAC STAFFING
USAPAC

SITE	CIM	COUNSELOR	ADMIN
SCHOFIELD BARRICKS	1	2	1
WAINWRIGHT	1	2	1
RICHARDSON	1	2	1

ARMY CAREER & ALUMNI PROGRAM

JOB ASSISTANCE CENTER
TOOLS

- ARMY EMPLOYER NETWORK (LOCAL & NATIONAL)
- EMPLOYMENT REFERENCE LIBRARY
- WORD PROCESSING CAPABILITY
- COPIER

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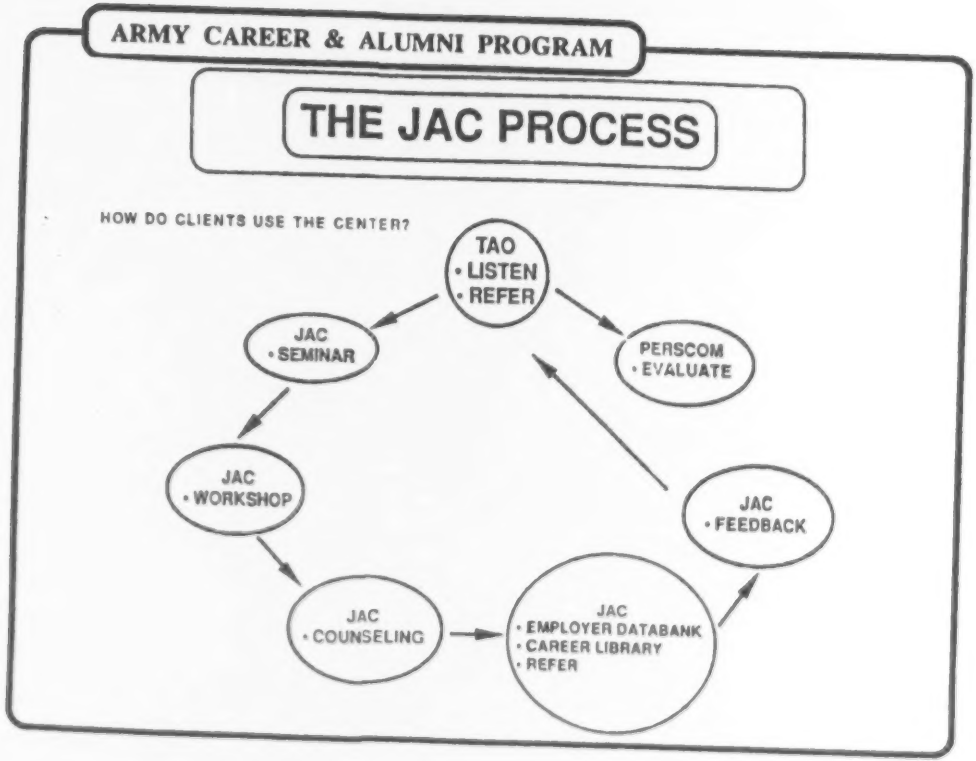
ARMY CAREER & ALUMNI PROGRAM
THE JAC PROCESS
HOW DO CLIENTS USE THE CENTER?
TAO
• LISTEN
• REFER
JAC
• SEMINAR
PERSCOM
• EVALUATE
JAC
• WORKSHOP
JAC
• FEEDBACK
JAC
• COUNSELING
JAC
• EMPLOYER DATABANK
• CAREER LIBRARY
• REFER

ARMY CAREER & ALUMNI PROGRAM

JOB ASSISTANCE CONTRACT
CRITICAL ACQUISITION MILESTONE

8 FEB	ISSUANCE OF SOLICITATION
8 APR	RECEIPT OF PROPOSALS
21 MAY	CONTRACT AWARD
21 AUG	ALL JACs OPEN (90 DAYS AFTER CONTRACT AWARD)

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